Distr.
GENERAL

E/ECA/AATD/84/10
16 November 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development Conference of the African Association for Training and Development

Addis Ababa, 19-29 November 1984

Non-Formal Vocational Training Programme and Content Relevance

The Industrial Training Fund Experience

Nigeria

LC/NAIROB

"Being Text of a Paper Delivered at the Fifth Biennial Training Development Conference of the African Association for Training and Development, Addis Ababa 19-29 November 1984

Distinguished, Ladies and Gentlemen,

Manpower Development has been aptly defined by Lewis (1971; 135) as "the process aimed at transforming people so that they can contribute more effectively to the social and economic development of their society."

This definition highlights the development of the individual as related to the upliftment of his society's economic and social status. Of all the processes associated with manpower development, the most formal and the easiest to quantify and measure is Education. It is therefore not surprising that the initial trust of most governments especially in the Developing World is the expand facilities for formal education. Although these efforts pay off in providing increased numbers of educated people for career opportunities in government and industry, nevertheless, the vital area of craft skill formation remains largely unattended to.

Developing countries, especially those with large population and whose population growth rate appears to be increasing face more serious problems in terms of Vocational Training. The number of young people who will enter the labour market in the years ahead appears quite enormous.

The training task will not just be one of adjusting existing formal technical education system or adopting temporary measures, but of creating and strengthening vocational training infrastructures in order to bring about substantial, permanent increase in the number of well trained craftsmen and technicians of assured quality.

Introduction:

According to the programme we have before us, my main contribution to our deliberations today is on Non-Formal Vocational Training programme of the Industrial Training Fund and its content relevance.

Although Nigeria is naturally endowed with tremendous human and material resources, there is no gain saying the fact that our country has not yet got all that is necessary to make her fully developed industrially. The essential factors lacking are the availability of relevant indigenous technology and adequate trained manpower. To meet this identified requirement, there is need for the development of adequate manpower that possess the full range of technical, managerial and professional skills. In this regard, it is important to recognize that there is no one educational delivery system which, exclusively on its own, would be sufficient to satisfy the emerging and pressing manpower needs of the various sectors of the national economy.

Rather unfortunately, over the years, our educational systems and institutions have not been developed to provide adequately for all categories of manpower, most especially the skilled craftsmen and technicians required for industrial development. The Nigerian economy is faced with among others, two critical issues regarding the amount of demand and the rate of supply of industrial manpower.

The first issue concerns the acute shortage of skilled manpower as compared to the huge demand of the Nigerian industrial labour market. The overall picture of this situation for the whole country is easily portrayed in the attached Table I which is an extract from the fourth National Development Plan (1981-85). As would be observed from the statistics contained in the table, only a carefully planned and well implemented strategy of industrial manpower development can save Nigeria from the continuous and expensive importation of skilled personnel to execute her plans of technological advancement.

Another dimension to the problem of industrial manpower development is the pattern of production of skilled manpower in Nigeria. In our efforts to bridge the gap between the supply and demand of industrial manpower, a very serious imbalance has been observed.

In the data obtained from the 1977 National Manpower Board Survey for the manufacturing and industrial subsector, the ratio of professional to technical personnel average 2:3 or 1:1.5.

This ratio shows considerable shortfall in the number of trained technicians when compared to the recommended ratio by the International Labour Organization (ILO) of 1:4.5 i.e. two Engineers to nine Technicians. The ratio of professionals plus technicians to craftsmen and skilled workers was also obtained from the 1977 National Manpower Board Survey to be 1:13 which is also very much higher than the average for manufacturing industry in most developed countries, where the average figure is between 1:20 and 1:40.

The observed imbalance appears to be perpetuated with the present formal educational arrangement of the 4th National Plan. With the establishment of seven more Federal Technological Universities in Nigeria, the anticipated enrolment of the 20 Federal Universities and those being established by State Governments is expected to rise up to 120,000 students by 1985. Whilst on the other hand, all the Polytechnics and other technical institutions will by 1985, have a student population of about 80,000. Thus, Nigeria would still continue to produce more University graduates than technicians and craftsmen, who are to provide support for them (see Tables ILA and IIB). We would end up in 1985 with a ratio of 1:1:1 instead of 1:4:25 as the ratio of the output of professionals to technicians to skilled workers. It thus seems most likely that the pre present situation in which high level manpower is utilized to do low level manpower jobs will still persist rather unfortunately.

The concept of Vocational Training

I believe it is useful to establish the conceptual perception of the term "Vocational Training" as it is being used in this discussion.

Various definitions of the terminology, "Vocational Training" abound, depending on the author and the nature and scope of his submission. However, of particular appeal is the definition given by the International Labour Organization (ILO) which affirms that:

> "Vocational Training involves all activities which essentially aim at providing the skills, knowledge and attitude required for employment in particular occupation, group of related occupations or a function in any field of economic activity including agriculture, industry, commerce, the hotel, catering, and tourist industries, public and private services, etc."

Viewed in this perspective, the concept of Vocational Training is broad and all-embracing. In order to avoid undue ambiguity, and particularly in view of the cumulative experience and the primary pre-occupation of the ITF with manpower development for the intermediate and lower levels, "Vocational Training" in the context of this discussion will be limited to the training of technicians and draftsmen.

This delineation, however, does not necessarily preclude further debate on who really is a technician or craftsman. The debate, although it is pertinent, will not be articulated in this paper, so as to conserve available time. It may suffice to add that if the main products of Vocational Training are usually technicians and craftsmen, it is useful to identify clearly who these categories of personnel are and, in the interest of this submission, it is useful to mention, albeit later, what contributions they can make to industrial development.

Although the responsibilities of a technician in any country may differ according to the prevalent economic and social circumstances, we may, as a reference point, adopt the definition of a technician as given by the committee on Manpower Resource for Science and Technology (UK) in their report on the 1965 Triennial Scientific Manpower Survey. It states:

> "Technicians and cother technical supporting staff occupy a position between that of a qualified scientist, engineer or technologist on the one had, and the skilled foremen or craftsmen or operators on the other.
>
> Their education and specialized skills enable them to exercise technical judgement. By this is meant an understanding by reference to general principles, of the reasons for and purposes of their work, rather than the reliance solely on established practices or accumulated skills."

From the above definition the functions of a technician may be summarized as:

- exercising technical judgement based on the understanding of the principles of his job;
- taking initiative when confronted with problems related to his work;
- supervizing other skilled workers, including craftsmen and artisans.

Vocational Training should therefore aim at producing technicians with the above qualities in terms of attitude, skills and knowledge. There is often the tendency in Nigeria to identify technicians by reference to educational qualifications only instead of the functions they perform which should be paramount. Technicians should, in the first instance, be identified by the functions they perform

Essentially, the training of a technician rests on the proper identification of this functions and designing a programme that will impart the knowledge, skills and competence required to perform the function. This analogy of training requirement applies,to a less extent, to the training of craftsmen.

Formal Vocational Training System in Nigeria

Until quite recently in Nigeria, Technicians and Craftsmen were produced mainly by formal training institutions. The few exceptions were the products of the training units of the major public utilities (parastatals) like the Nigerian Railway Corporation, the then Electricity Corporation of Nigeria (ECN), the old Marine Department and Public Works Department, to just mention a few. In the most recent past, none of these bodies was able to produce half the number of technicians and craftsmen required to maintain its services. The large number of industries in the private sector have always however, managed to produce the minimal number of technicians and/or craftsmen required for their operations.

The one single major source of the training and production of technicians and craftsmen in Nigeria has been the formal Vocational Training Institutions known as Government Trade Centres. Presently virtually all such institutions have been re-designated as Government Technical Colleges or Schools. These institutions were run and most of them are still being run by the Federal and State Ministries of Educations. As far back as April 1981, there were over fifty Government Technical of Trade Centres in existence throughout the Federation.

The new Federal Government's National Policy on Education, as postulated in 1977, prescribed elements of technical education and skills training for all levels of the six years primary education, as well as for the three years each of the junior and senior secondary schools. This policy specifically requested all junior secondary schools to prepare their pupils for full pre-vocational training in the basic technical occupations. Such training is to provide a strong technical orientation for the junior secondary school pupils that do not have aptitude or capacity for the grammar school type of senior secondary education.

This category of pupils will then move from the junior secondary school to the purely Vocational Training Centres where their further training will turn them into Craftsmen and/or Technologist in due course. Between 1981 and December 1983 all categories of formal educational institutions, all over the Federation, were starved of funds required not only to provide the necessary workshops and tools for the implementation of the new national policy on education, but also for the payment of teachers' monthly salaries. In such a situation, the well designed policy on education which imposed the introduction of practical vocational training subjects on the syllabi and curricula of primary and junior secondary schools proved unworkable.

Common Problems Experienced By All Formal Vocational Training Institutions

Almost all the formal Vocational Training Institutions without exception, were and are still confronted by the following perennial problems:

(i) There is no effective national coordinating authority for the formal vocational training institutions. Thus, training offered by these institutions used different curricula and syllabi which are unfortunately not standardized.

(ii) The institutions always have acute shortage of qualified and/or experienced Trade Instructors. The few good ones available were easily frustrated due to lack of bright career prospects and often abandoned their jobs for more lucrative appointments in industries.

(iii) The workshops in the Vocational Training Institutions were always in dire need of tools and consumable materials. Most of the equipment in use are obsolete and not in tune with the equipment and machinery in use in local industries around.

(iv) The curricula used in the institutions were not commensurate with the Government Trade Test examination, taken at the end of the 3-year course and usually conducted to last only for a few hours. This Terminal Examination (Trade Test) as presently conducted, could never prove to be an efficient measure of skills training undertaken in so many years. Furthermore, the Trade Test Examinations syllabi have not been modified for many years despite the rapid pace at which technology and industrialization has changed, over the years.

The Non-Formal Vocational Training Programme In Nigeria

In the previous section, a brief situational analysis of the formal vocational training institutions in Nigeria was highlighted. In more recent times, a lot more efforts was geared towards non-formal vocational training.

The organizations involved in the establishment and running of non-formal vocational training include religious or voluntary organizations, Federal and State Ministries such as Industries, Works, Trade & Cooperatives, Social Development, Youth & Sports and Employment Labour and Productivity, etc. Prominent amongst the non-formal vocational training institutions are the following:

(i) The Opportunities Industrialization Centre (OIC) Lagos.

(ii) The Vocational Skills Improvement Unit (VSIU) of the Ibadan Polytechnic.

(iii) Vocational Improvement Centres (VICs) including Business Apprenticeship Training Centres.

(iv) The Young Men's Christain Association (YMCA) Vocational Training Centres all over the country.

(v) The Artisans Training Centres of Borno, Gongola and Bauchi States.

The Vocational Improvement Centres (VICs) utilized the physical facilities of existing Government Technical Schools or colleges to provide part-time evening vocational training courses for full-time employees as well as self-employed craftsmen such as the road-side motor and radio/television mechanics.

Following years of periodic appraisals of the efforts of various non-formal vocational training institutions in the Federation and also in a bid to introduce into the national economy, an effective and systematic vocational training system, the ITF in 1978 commissioned a study of In-Plant and Apprenticeship Training in Nigeria. The report of this study showed that the standards attained in vocational training institutions were as varied as the number of bodies and organizations that run the various vocational training centres. This report also confirmed that vocational training in the formal vocational training institution was more or less improvized and geared more towards theory than practice.

Regarding vocational training as implemented outside the formal and non-formal institutional training centres, the Fund's observations showed that the programmes in each case were far too restricted to the immediate needs of each employer offering such a training programme. In the light of all the problems enumerated in this section, the Industrial Training Fund was therefore compelled to take steps to establish a National Apprenticeship Scheme in a bid to establish national standard and competence.

The ITF Draft National Apprenticeship Scheme

By mid 1978, the Industrial Training Fund prepared a draft National Apprenticeship Scheme which was widely circulated to Federal and State Ministries, Parastatals, Employers' Associations and the Trade Unions. Furthermore, the Fund initiated discussions on issues raised in the draft scheme with the various Ministries, Employers' Associations and Labour Unions and other bodies during which there was a unanimous agreement as to the urgent need to set up an effective National Apprenticeship Scheme in Nigeria.

An Inter-Agency Committee was set up late in 1978 to deliberate on the draft National Apprenticeship Scheme prepared by the Fund, and to find out ways to streamline the overlap in the assigned responsibilities of ITF, NBTE, Federal Ministry of Education, and the Federal Ministry of Employment, Labour and Productivity. The Committee comprised high level representatives from the following:

- The Federal Ministry of Education
- The Federal Ministry of Employment, Labour and Productivity
- The Federal Ministry of Works
- The National Manpower Board (Federal Ministry of National Planning)
- The Nigerian Employers' Consultative Association
- The Nigerian Association of Chambers of Commerce, Industries, Mines and Agriculture
- The Manufactures Association of Nigeria
- The Nigerian Labour Congress and
- The Industrial Training Fund.

The Committee met several times between 1979 and 1981, during which period, agreement was reached on the text of a National Apprenticeship Scheme. The Committee also made the following recommendations to the ITF Governing Council:

(i) That there shall be a National Apprenticeship Scheme to be controlled and supervised by the Governing Council of the Industrial Training Fund.

(ii) That the Industrial Training Fund's Governing Council should set up a National Apprenticeship Committee to deal exclusively with matters relating to the National Apprenticeship Scheme

(iii) That the Governing Council of the Fund should immediately set up a new and full fledged department at its Headquarters with field units at all Fund's Area Offices to deal exclusively with the National Apprenticeship Scheme.

All the above recommendations of the Inter-Agency Committee were accepted by the Fund's Governing Council.

Draft Enabling Legislation for the NAS

Although legal opinion in the Federal Ministries of Justice and Industry indicate that the present ITF Act is sufficient to enable the Fund to operate the Scheme, nevertheless, it is the opinion of the ITF Governing Council and its Management also, that a separate Apprenticeship Act will lend more authority to the Fund to implement the scheme. So, a draft legislation to formally establish the scheme has been prepared by the Fund and is a waiting enactment into law.

The Fund's Vocational Training Centres

Under the national apprenticeship scheme developed by the Fund, Vocational Training Centres are being established in some of the industrial cities of the Federation. One centre has been established and is now in operation in Lagos, the other is currently under construction in Kano.

The Fund's Ikeja Vocational Training Centre

This Fund's Pilot Vocational Training Centre which commenced operation with 45 trainees in May 1983 was conceived as a major contributory training scheme for low level technical manpower development by the Fund. The training content was designed to:

- provide trainees with occupational skills and technical know-how;
- foster necessary work attitudes and proper discipline among trainees and develop them as competent skilled workers; and
- instil into the trainees a sense of pride in their trades

The Centre provides industry-oriented courses in the following three (3) occupations:

- Fitting and Machining
- Electrical Installation
- Agricultural Machinery Maintenance and Repairs.

There are 15 trainees for each class which presently deals with each of the three (3) occupations.

Initially the centre was conceived as a centre to provide one (1) year training, but when the Fund successfully initiated the National Apprenticeship Scheme, it became necessary to alter the training arrangement of the centre to be in line with the proposed apprenticeship training programme. The present training plan for the centre is as follows:

- Phase I: A forty (40) week comprehensive institutional training during which the trainees cover a number of modules of skills, knowledge and attitudes in their respective occupation.

- Phase II: A twelve (12) month industrial attachment of trainees comprising largely supervized on-the-job training at the shop-floor level in selected companies.

- Phase III: Up to 12 months at the Vocational Training Centre, during which the trainees receive supplementary training to remedy identified deficiencies. At the end of Phase III the trainees sit for their final examination by the Fund.

Training Curricula and Content

The curricula in use at the Centre was jointly developed by staff of the Fund and consultants from MECAFORM S.A. of France. The process of development included extensive studies in industries to establish the job contents of the three occupations offered at the centre. This was followed by the preparation of learning packages which were designed to fall in line with the level of technology available and anticipated for the country for the next 10 years.

Addendum

During the first year training at the Centre it was discovered that the training curricula and learning elements for electrical and machanical while adequate for the training of fittings and machinists and electrical installation machanics respectively it provided very little training in maintenance skills both for mechanical and electrical trainees. Consequently the Fund is currently modifying the curricula for these two occupations to include:

Electrical Maintenance

- Developing Trouble-shooting skills
- Electrical Trouble shooting
- Element of Mechnics
- Bearings
- Lubrication
- Power

Mechanical Maintenance

- Developing trouble shooting skills
- Elements of Mechanics
- Lubrication

- Drive components
- Bearings
- Pumps
- Introduction to electricity

It is hoped that these modifications would introduce the 1st year trainees properly to maintenance so that in their 3rd year they could do more specialized work in maintenance to include elements of hydraulics and pneumatics to enable their main complex modern machines on completion.

Assessment

Besides the final examinations, phased testing and cummulative assessment methods are used because they provide feeback which enables the faults of the trainees to be corrected during training. Furthermore, the Fund is currently working very hard with the British Council to develop competence in the principles and practices of objective trade testing, it is hoped that the acquisition of this capability will further assume the quality of the products of the Centre.

Instructional Staff

There are at present one Head of Department and two Instructors for each of the three (3) occupations taught at the Centre. By September in 1984, it is proposed to introduce up-grading courses in the evenings. All the Instructors had their NTTC certificates or equivalent before undergoing further training in France to orientate them to the training methodology being used at the VTC. Another important experience gained at the end of the first year operation of the Centre, is the need to have well trained Instructors who are capable of presenting both theoretical and practical lessons. Although all the Instructors received Instructor Training in France before deployment to the Centre, it was observed that most of them still found it difficult to present practical lessons properly. The Fund therefore had to use faculty and facilities of its Instructor Training Centre to correct address this problem. A good measure of success has been recorded, nevertheless, the Fund is still keeping a close check in this area to ensure that the success achieved is not only maintained but also improved upon.

The Fund's Kano Vocational Training Centre

The feasibility studies undertaken in 1982 led to the choice of Kano as the location of the Fund's 2nd Vocational Training Centre. A site has been acquired and paid for, for the purpose. The eleborate work done on the project so far should enable construction to begin shortly so that the centre may commence training sometime in 1985.

The Kano Vocational Training Centre on the other hand has been designed to train skilled craftsmen to meet the growing needs of industries in and around Kano metropolis in the under-mentioned trades:

- Metal working
- Automotive (Petrol and Diesel - Light Vehicle)
- Agricultural Equipment and Heavy Plant Mechanics
- Building and Construction
- Electrical Installation and Maintenance
- Refrigeration and Air-Conditioning Mechanics.

It would also provide skills upgrading courses as complement to the Fund's Instructors Training Centres' (ITE) programmes.

Nature and Pattern of Training

- Full time apprenticeship
- Time release apprentices (day, week, etc) and
- Up-grading skills of working adults.

The main characteristics of the training at the Centre are detailed in the attached Appendix III. For full-time apprentices, the centre will offer first year off-the-job training. The second year training for this category of trainees will be undertaken in industry while the third year training will be offered at the centre.

The Instructor Training Centre

The Fund's Instructor Training Centre which is a wing of the Kano Vocational Training Centre was designed to meet the following objectives:

- Provide well-trained Instructors for existing and projected Fund's 'Model' Vocational Training Centres
- Assist in the training and development of competent Vocational Instructors for vocational and technical schools as well as for In-plant training situations.

Nature of Training

The Centre which is currently operating from a temporary site at the Government Technical Secondary School in Kano, offers programmes which include an appreciable amount of technical up-grading. The training offered at the centre is in three major stages.

Theoretical Training

This component will include inter alia:

- General and Trade Methodology
- Teaching and Industrial Psychology
- Instructional Methods
- Trade Theory
- Other Theoretical Subjects
- Communication Skills
- Blue Print Reading
- Industrial Safety
- Daignostic/Trouble Shooting Techniques

Skills Up-grading

This component compose mainly of up-grading of skills of the instructor trainees. It is offered in any or a combination of the following places:

- ITF Vocational Training Centres' Workshop
- Workshops of other Vocational/Technical Training Institutions

Teaching Practice

The Centre also provide supervised teaching practice for its trainees. This component which is usually supervized and organized by Fund's Instructor Training any of the undermentioned training situations:

- In Vocational Training Centre
- Through the Training of Apprentices in Firms.

Although the centre handles trainees who have had some good measure of occupational training, most of the trainees would certainly need additional training and exposure in:

- Technical skills, up-grading, development or learning of additional related skills
- Courses in Basic and Advanced Instructional Techniques
- Practice of instruction under Guidance and Tutorial
- Experience of Training Centre operation, particularly on system-planning control of trainees
- Use and adaptation of Training Materials
- Specialized short courses on
  - Audio-Visual Aids
  - Testing System - Preparing, Testing, Interpreting

The Proposed Additional Three (3) VTCs of The ITF

The ITF has proposed to establish five (5) non-formal Vocational Training Centres by 1985. With a Centre now in operation at Ikeja and another under construction in Kano, the Fund conducted a feasibility survey to identify required occupations and the sites for the remaining three (3) Centres. The survey was also requested:

- To examine the quality and adequacy of skilled tradesmen in a selected number of industries;
- To examine the problems and constraints facing the Industries in obtaining the right type of skilled craftsmen;
- To obtain data on existing and anticipated employment growth rates of the graduates of existing vocational training centres;
- On the basis of all the above to device alternative training strategies for skilled craftsmen and suggest ways of implementing them.

Scope of Survey and Data Acquired

The survey covered seven (7) States of the Federation viz: Anambra, Imo, Rivers, Bendel, Oyo, Cross River, and Kaduna.

The Industry-institutional survey was conducted by means of interviews and guided questionnaires. The census or complete enumeration method was used to collect data on:

- Pattern and distribution of industry groups in each of the locations selected for the study;
- The total number of employees in each industrial sector;
- Performance standard and labour demand as well as supply now and in the next 2-3 years;
- The impact of technical institutions on the skilled manpower supply.

This feasibility study on both the selection of locations of Fund's (3) additional VTCs and Trades to be taught therein has now been completed and the report is awaiting the consideration and decision of the Fund's Governing Council. In the meantime, preliminary plans are prepared for their development.

In-Company Apprenticeships

The ITF non-formal vocational training scheme plans an extensive use of In-Company Apprenticeship arrangements. The need for this type of arrangement is quite obvious. There are lots of residual training facilities at the shop-floor of some companies which could be effectively utilized for training with careful planning. Furthermore, training in some occupations are better done through systematic in-company apprenticeships. These account for the Fund's interest in the National Apprenticeship Scheme.

Apprenticeship Training Manual

The ITF had prepared a draft Apprenticeship Training Manual in 1983 for use in setting up a Pilot Apprenticeship Scheme in Jos.

Training Curricula

Training curricula and learning elements both for In-Company Apprenticeships, were completed in 1983 for the undermentioned occupations:

- Mechanical Maintenance
- Electrical Maintenance
- Automotive Mechanics

Trained apprentice instructors as well as those from the Fund are currently involved in this Pilot Scheme. One important experience gained by the Fund with this pilot scheme is the need to ensure that skills standards of the 'Master Craftsmen' to whom apprentices would be attached are adequate. The experience so far gained indicate before the commencement of any apprentice training programme in any company, it is important to carryout skill audit of the "Master Craftsmen" and to arrange immediate skills up-grading for those whose skills level are dificient. This singular need may delay the commencement of any apprenticeship programme for up to a year. There should be no fuss for such a delay as it pays up in the long run.

Use of Mobile Training Centres

The Fund is currently training some of its trainers in the design and use of Mobile Vocational Training Units. The Mobile Training Units are required to provide training in places where no fixed centres or industry training facilities are available.

Concluding Remarks

In the foregoing sections of this submission, I have attempted to analyse the conceptual frame work on which the Fund based its involvement in non-formal vocational training in Nigeria. There is no gain saying the fact that proper analysis of problems and prospects of other forms of vocational training systems operating in the country laid solid foundation to the Fund's different approach to vocational training in terms of our local economic realities.

The steps which the Fund has taken during the immediate past years included evolving a non-formal vocational system through consultation with and joint committee of, all parties public and private sectors. Such steps seem original and capable of bridging the gap between the demand and supply of industrial manpower at technician and craftman levels in the near future. Thus, with Fund's existing Vocational Training Centres maturing with time through constant but purposeful reviews of programmes of action and hopefully, the National Apprenticeship Scheme coming into law, the desired base for relevant indeginuous technology would be set in the country.

The modest beginning which the ITF has made will, therefore, be vigorously strengthened with the establishment of additional vocational training centres in both fixed and mobile forms, subject to the limitations of the resources available to ITF. It is equally hoped that, in no distant future the graduates from the Fund's Vocational Training Centres and the Apprenticeship programmes would be assessed on the shop-floors of industries. Then, also, shall our prudent criteria for assessing and certifying trainees be tested for their relevance. However, I wish to assure you all that our trainees will do us proud in relation to their contribution to Nigeria's industrial and technological take off.

Finally, I do hope that Fund's approach to non-formal vocational training will provide new vistas in tackling the problem of craftskill training in Nigeria.

Thank you.

Jos, July 1984

Table I

Subsector	Estimated Total Gainful Employment 1980 (No.000)	% Share	1985 (No.000)	% Share	Additional Employment 1980-85 (No.000)	% Share
	(I)	(II)	(III)	(IV)	(III)	(I)
Mining and Quarrying	123	0.40	138	0.40	15	0.40
Manufacturing and processing	5,235	17.00	6,287	18.17	1,051	27.6
Building and Construction	339	1.10	414	1.20	75	2.0
Utilities	47	0.15	62	0.18	15	0.40
	5,745	18.7	6,301	20.0	1,156	30.4

Source: Extract from Table 35.2 (Page 424) of 4th National Development Plan (1981-85) Document, January 1981.

Note: According to the estimates contained in the above Table I of the 4th National Development Plan (1981-85) Employment in the industrial sector between 1980 and 1985 will grow by approximately 1.156 million persons.

TABLE II

NIGERIAN UNIVERSITIES

PROJECTED ENROLMENTS - 1981-1985

Universities	1980-81	1981-82	1982-83	1983-84	1984-85
Ibadan	8,595	9,557	10,634	10,285	10,485
Lagos	8,557	9,557	10,242	10,595	10,905
Nigeria Nsukka	8,060	8,642	9,411	10,170	10,625
Zaria	10,396	11,122	12,279	12,170	12,985
Ife	8,771	9,217	9,620	10,342	10,675
Benin	3,890	4,660	5,681	6,560	6,985
Jos	3,293	4,135	5,158	6,045	6,610
Calaber	2,751	3,036	4,151	5,031	6,015
Kano	2,775	3,550	4,275	5,035	6,115
Maiduguri	3,393	4,398	5,009	5,685	6,150
Sokoto	1,717	2,532	3,317	4,217	4,625
Ilorin	2,002	2,399	4,201	5,220	6,215
Port Harcourt	1,976	2,501	3,155	3,935	4,830
Bauchi	-	400	600	800	1,000
Makurdi	-	250	500	750	1,000
Owrrri	-	250	500	750	1,000
Ondo	-	-	250	500	750
Gonglo	-	-	250	500	750
Ogun	-	-	-	250	500
Niger	-	-	-	250	500
ALL UNIVERSITIES	66,553	77,209	88,636	99,090	108,720

Note: The seven (7) newly established Federal Universities of Technology.

TABLE II B

Year	Enrolment
1975-76	11,993
1976-77	17,452
1977-78	19,880
1978-79	20,880
1979-80	35,777
1980-81	41,097
1981-82	46,985
1982-83	53,766
1983-84	61,388
1984-85	70,455

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UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.: GENERAL
E/ECA/AATD/84/11
9 November 1984
Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development
Conference of the African Association for
Training and Development

Addis Ababa (Ethiopia), 19-29 November 1984

LC/NAIROBI

"THE ADMINISTRATIVE SET-UP KEY FUNCTION AND RELATED UNIT FUNCTIONS OF THE INDUSTRIAL TRAINING FUND (ITF) NIGERIA

1. INTRODUCTION

The social, political and economic aspirations of the people of a country are the principal factors in the formulation of Government policies. To realise the goals and objectives of these policies, gradual improvement in the educational standard of the masses and the systematic training of the workforce especially in the technical field, is a 'sine-qua-non'.

In the past thirty years or so, much of the legislative decisions and Governments' policy guidelines in African countries, reflected much awareness for vocational education and technical training which in the process culminated in re-allocation of ministerial responsibilities and setting up of administrative or consultative bodies with specific and well-defined role in manpower training and development.

In Nigeria, the accelerated economic activities from the early 1970s, resulting from the economic boom revealed how heavily the country relied on foreign expertise and manpower for the execution of her various economic programmes as mapped out in her national development plans.

The urgent need to initiate policies which would encourage increased and more effective indigenous participation in the national economy, as well as reduce the nation's dependence on foreign expertise in the execution of national plans and economic programmes led to the enunciation, as a directive principle of state policy, of a national philosophy of economic self-reliance.

Two inter-related measures taken by the then Federal Military Government of Nigeria which aimed at transfering the control of industries and placing the national economic destiny into the hands of Nigerians while adhering to the principle of international trade co-operation were:-

i. The promulgation of the Nigerian Enterprises Promotions Decree (1970) and

ii. The establishment, by decrees, of three high powered manpower development agencies:-

(a) The Industrial Training Fund, ITF in 1971.

(b) The Centre for Management Development, CMD in 1972 and

(c) The Administrative Staff College of Nigeria, ASCON in 1973.

The Nigerian Enterprises Promotion Decree and the three manpower development agencies listed above were machineries entrusted with the task of producing on the one hand, highly specialised managers and middle-level manpower and on the other hand highly skilled and effective indigenous labour-force in the national economy. The adoption of the policy of self-reliance and eventual transfer of management and other ancillary functions to Nigerians envisaged that training and retraining of Nigerians would be a continuous process to cope with the new responsibilities demanded of them in the process of national development.

1.1 THE IMPLEMENTATION OF INDIGENISATION OF BUSINESS IN NIGERIA

The 1970 Indigenisation decree classified all businesses operating in Nigeria into three categories, namely:-

a. Enterprises exclusively reserved for Nigerians.

b. Enterprises in respect of which Nigerians must have either majority (60%) or minority (40%) proprietary interests.

c. Enterprises which can be 100% owned by aliens.

In 1977 an amendment decree on indigenisation however reclassified 136 enterprises to three as follows:-

a. 40 "enterprises exclusively reserved for Nigerians

b. 57 "enterprises in respect of which Nigerians must have majority proprietary interests" (of at least 60% interests).

c. 39 "enterprises in respect of which Nigerians must have at least 40% interest".

Under the 1977 decree, it became impossible for any alien to have 100% proprietary interest in any class of business operating in Nigeria. At best, he must share his ownership interests with Nigerians.

Some classes of enterprises which are highly capital intensive found it difficult to secure private Nigerian investors to team up with alien owners in compliance with the indigenisation decree. Federal and State governments came in as partners with the owners of such enterprises holding their shares 'In Trust' for the people. This was how the various Governments in Nigeria got involved in areas of economic activities hitherto reserved for private enterpreneurs.

1.2 ESTABLISHMENT OF THE INDUSTRIAL TRAINING FUND (ITF) AND OTHER MANPOWER DEVELOPMENT ORGANISATIONS

As mentioned earlier in this paper, three high powered manpower development agencies of the Federal Government were established. This paper would give a very brief account of the activities of the CMD and ASCON before discussing in much greater details those of the ITF.

1.3 THE CENTRE FOR MANAGEMENT DEVELOPMENT (CMD)

In 1972, the Nigerian Council for Management Education and Training was established with the responsibility of co-ordinating the training and development of managers in the economy.

The operational arm of this council is the Centre for Management Development (CMD). The centre promotes high national standards of management education and training through the development of training curricula as well as the organisation of various courses, workshops and consultancy services. The Centre also co-ordinates the activities of other management training institutions and organisations such as the Nigerian Association of Schools of Management Education and Training (NASMET) and the Nigerian Institute of Management Consultants (NIMCON).

The Industrial Training Fund provides annual grants for majority of CMD's major operational projects and programmes, while the Federal Ministry of National Planning finances the centre's administrative expenses.

1.4 The ADMINISTRATIVE STAFF COLLEGE OF NIGERIA (ASCON)

Also dealing with management problems is the Administrative Staff College of Nigeria (ASCON), which was set up by the Federal Government. It organises general management courses, advanced management courses, as well as courses which are focussed on specific areas of management like Personnel Management, Financial Management and Project Management. The college also offers courses leading to the award of certificates and diplomas in Public Administration. The services of ASCON are entirely financed by the Federal Government.

2.0 THE INDUSTRIAL TRAINING FUND (ITF)

The Industrial Training Fund was the first of the three parastatals created by the Federal Military Government during the second National Development Plan period (1970-74). It was established by Decree No. 47 of 8th October, 1971, with the aim of "promoting and encouraging the acquisition of skills in industry and commerce with a view of generating a pool of indigenous trained manpower sufficient to meet the needs of the economy."

2.1 THE SOURCES OF REVENUE OF THE ITF

The statutory levy contributions paid by various companies in the industrial and commercial sectors of the economy is the main regular source of revenue of the ITF.

All companies with 25 or more employees are under statutory obligation to pay to the ITF a prescribed amount of levy. Initially, the rate of contribution was fixed as ½% (half per cent) of annual turnover or 3% of annual payroll, which ever was the greater. In 1973, by an amendment Decree, the levy contribution was revised to 2% of annual payroll, which was further reduced to 1% in 1976 following an upward revision of salaries of workers. The 1% of annual payroll is still the rate of ITF levy in force.

The other source of revenue is through subvention from the Federal Government, but except for the initial grant of ₦500,000 (Approx. US$665,000) provided in 1972/73, no further subvention has been received from the Federal Government thereafter.

2.2 FUNCTIONS OF THE INDUSTRIAL TRAINING FUND

To generate the needed pool of skilled and efficient indigenous manpower, the Governing Council of the Industrial Training Fund is empowered by the Decree:

- to provide facilities for training of persons employed in industry and commerce;
- to approve such courses and facilities provided by other persons;
- consistently and regularly to consider operational areas of industry and commerce requiring special manpower development actions and to recommend the kind of training needed, the standard to be attained and to ensure that such standards are met;
- to assist persons in finding facilities for training for employment in Industry and Commerce;
- to carry on or assist other persons in carrying out research into any matter relating to training in Industry or Commerce;
- to reimburse approved training expenses of contributing employers up to a maximum of 60% of levy paid for each training year.

2.3.0 THE ITF GOVERNING COUNCIL

This is the decision making body of the Fund. It is composed of a nominated Chairman and twenty-two (22) members drawn from various sectors of the economy in the following order:

(i) Six (6) representatives drawn from the Federal Ministries of Industries, Economic Development (Manpower Board), Education, Labour, Finance, and Agriculture and National Resources;

(ii) Four (4) representatives from the states;

(iii) Three (3) from the National Employers Consultative Association;

(iv) Three (3) representatives of various chambers of Commerce and Industries;

(v) Four (4) from Trade Unions;

(vi) Two (2) persons with extensive knowledge of and close association with Industrial Training.

This composition reflects the important role the Fund is meant to play in the development of skilled manpower for the nation. The fact that members are drawn from both public and private sectors underscores the co-operative spirit of the enterprise - the need for private employers, organized labour and the providers and users of training to co-operate in identifying training needs and devising training policy and systems.

A break down of the above composition reveals that only ten (10) of the twenty-three (23) members of the Council are drawn from the public sector, while the Chairman and twelve (12) members are from the private sector. By this arrangement the private employers and workers are accorded a special place in the training scheme.

Council has three (3) committees which look into various aspects of the Fund's activities, namely:

(i) The Staff Matters Committee
(ii) The training and Research Committee
(iii) The Finance and General Purpose Committee

These committees have conscientiously and systematically nurtured the various aspects of the ITF and, presently the Fund has become the most efficient manpower development agency in Nigeria. It was in recognition of this fact that the Federal Government up-graded the Fund from Parastatal class "B" to "A" in 1981.

2.3.1 COMMITTEES OF THE COUNCIL

To hasten the activities of the Fund, the Council established the following three specialised committees:

A. STAFF MATTERS COMMITTEE

This committee is responsible for the following functions:

(i) ensuring the efficient running of the affairs of the council in accordance with the aims of the Fund.

(ii) formulating policies regarding the administration of training, aimed at furthering the objectives of the Fund, for the approval of the Governing Council;

(iii) appointing all officers of the Fund and determining their conditions of service, subject to the approval of the Council.

The Committee is made up of nine members of the Council including the chairmen of the other two committees and it is headed by the Chairman of the Governing Council.

B. TRAINING AND RESEARCH COMMITTEE

This committee which would appear to be the technical wing of the council is responsible for the following functions:

(i) preparing for Council's consideration the training and reimbursement policies of the Fund, and keeping them under review.

(ii) vetting and approving individual company's training programmes and recommending to council the payment of appropriate reimbursements to contributers,

(iii) advising the council on which training institutions should be supported by the Fund and for what purpose;

(iv) co-ordinating the activities of Committees charged with training in various industries;

(v) advising on the provision of facilities to meet the demands including the contents and duration of training courses;

(vi) initiating research into matters relating to training for employment in industries, the means by which these needs can be met, the steps necessary to promote the application of the results of research and making recommendations accordingly.

C. FINANCE AND GENERAL PURPOSES COMMITTEE

This committee has the following functions:

(i) considering the annual budget and audited accounts of the Fund for final approval;

(ii) advising on the best ways of investing Council's funds.

2.4 EARLY DEVELOPMENT AT THE FUND

To translate the responsibilities inherent in the above mandate to quantifiable terms for the purpose of implementation, the Industrial Training Fund in its first two years of operations sought to:

(i) generate continous industrial training consciousness among all employers of labour.

(ii) develop and store a wealth of information and expertise on local industries and commerce in Nigeria.

(iii) give financial and expert support to boost the activities of the existing industrial training institutions and establishments; and

(iv) carry-out surveys and evaluate existing training facilities and programmes.

By early 1974, the Industrial Training Fund had completed the first phase of a survey aimed at appraising the manpower training and development problems in industry and commerce.

It was observed from the results of that exercise that:

- although many business executives were aware of the importance of training and retraining as instruments of operational efficiency and economic growth, only a few organisations were offering systematic or meaningful training to their staff,
- the training function even among the organisations which organised training for their staff, training was unplanned and unsystematic.
- training was not regarded as an integral part of companies development policies;
- very many companies paid their Industrial Training Fund levy as a mere statutory obligation which often was seen as additional financial burden on them;
- a large number of organisations had no staff assigned with specific responsibility for training and in most cases where staff were so assigned such responsibilities, they lacked expertise in staff training.
- many Chief Executives were scared of executing staff development programmes for fear of losing their staff after training to competitors.

The above listed observttions posed vital challenges to the Industrial Training Fund. As part of its attempts to solve the problems indentified as listed above, the Fund pre-occupied itself with assistance to employers in order to realize the following broad objectives

(a) that training must become an integral part of each company's operational policy,

(b) that the training needs of each firm or organisation must be identified and appropriate plans and programmes be designed or adapted to meet the identified needs;

(c) that employees must be encouraged to acquire the skills relevant to their jobs;

(d) that training levies paid to the Industrial Training Fund should be seen as a co-operative venture between employers and government and not regarded as an indirect means of taxation; and

(e) that training programmes implemented by employers be periodically evaluated in order to determine their effectiveness.

The action - plan concieved and instituted for the realization of these objectives consists of thirty-five (35) short term, medium and long range inter-related programmes, which were the spring-board for much of the Fund's achievements. These are contained in the attached Appendix I.

3.0 THE EVOLUTION OF A FUNCTIONAL ORGANISATION STRUCTURE, ITS ESTABLISHMENT AND CONSOLIDATION

In the preceding section, we recounted the genesis of the Industrial Training Fund and proceeded to outline the various steps taken and the procedure followed for the articulation of its manpower development services.

The Fund's policy and operational arms were, at that time, made up of the following:-

(i) At the apex of the Fund was the Governing Council with its three Advisory committees (the Staff Matters, the Training and Research, and the Finance and General Purpose Committees);

(ii) The office of 'the Secretary' and Executive Head of the Industrial Training Fund;

(iii) A Finance Department for the collection of levies, the disbursement of grants-in-aid of training and for the payment of approved expenditure incurred by contributing employers in the accomplishment of training; and

(iv) A Training Department - for the determination of the goals which training will seek to accomplish, training needs analysis and identification, the preparation of training plans and programmes to meet identified needs, the provision of advisory and consultancy services; implementation of training prescribed; and the evaluation of the results of training for the improvement of efficiency and effectiveness.

3.1 THE ESTABLISHMENT OF AREA OFFICES

In order to bring the Fund's training and advisory services as near as possible to the employers and to facilitate the collection of levies, field offices, known as Area Offices, were opened at state capitals and other major industrial centres. The first Area Office was opened in Kano in September, 1974 followed by that of Benin in December, 1974, and the Kaduna Area Office in May 1975.

The Area Offices in Ibadan and Aba were opened in April, and May 1976 respectively while Jos Area Office started functioning in October, 1976.

In 1977, the number of Area Offices had increased to ten (10) with the opening of the Ilorin, Port-Harcourt and Calabar Area Offices 1/. Early this year 1984, three new offices were opened in Sokoto, Maiduguri and Enugu to make a total of thirteen (13) Area Offices.

3.2 CONSOLIDATION OF THE FUND'S ORGANISATIONAL STRUCTURE

In 1976, the Federal Government gave approval for an upward revision in the status of the Industrial Training Fund which led to the creation of the post of a Chief Executive for the Fund with the designation of Director, Industrial Training Fund.

By July, 1976 the professional staff strength of the Fund had risen to 60, inclusive of staff at the five (5) Area Offices then in existence.

In consonance with the up-grading of the position of the Chief Executive of the Industrial Training Fund, a new organisation structure was approved for the Fund in 1977 by the Governing Council. Under the new structure, three former Divisions - Training, Finance and Administration - were each elevated to Departmental levels.

1/ Appendix II shows the stages of development and growth of ITF area Offices.

Appendix III shows the geographical locations, in Nigeria, of ITF Area Offices.

3.2.1 THE TRAINING DEPARTMENT

The Training Department was made up of four Divisions which were to perform the following functions:

- Programme and Planning Division: charged with responsibility for the Fund's programme development, records and statistics directories and registers of training facilities and resources, training requirement surveys and data, Fund's programme evaluation and feed-back, liaison with the National Manpower Board;

- Advisory and Consultancy Division: responsible for direction and co-ordination of activities in Area Offices; evaluation of In-Plant training, advisory and consulting services; training standards and guidelines; regular technical assessment of reports for Company training Claims, Advisory Boards and Committees, group training schemes, vocational improvement centres and liaison with professional organisations.

- Training and Development Division: looked after the Fund's staff development, technologists/technicians training, student industrial work experience, liaison with Centre for Management Development (Management and Supervisory Training); instructor, foremen and chargemen training apprenticeship, operatives and semi-skilled training; industrial safety training; approval of training programmes,[2] processing training claims based on technical assessment reports.

- Research and Technical Division: handled industrial training research, methodology and technology, industrial training information services, national industrial training library; audio-visual resource facilities and centres and fund-owned training programmes.

3.2.2 FINANCE DEPARTMENT

At take-off in 1972, only two professional staff were in the service of the Fund, one each in the Finance and Administration Units. A decision had been reached as a matter of priority that the Fund should have a well organised Finance Department to cope with the increasing financial responsibilities.

Thus, by 1976 the Department had a staff strength of fifteen professional Accountants.

Considering the importance and intricacies of levy collections as well as to ensure speedier reimbursement of employers' annual training claims the Finance Department was restructured, in 1977 into three distinct sections namely:

Budget and Investment
Final Accounts; and
Salaries Sections.

3.2.3 ADMINISTRATION DEPARTMENT

The Industrial Training Fund's Administration Department continued to grow over the years. From a single professional staff (the Secretary of the ITD) in 1973, the number of professional Administrator rose to nine (9) in 1977. A re-organisation of the Administration Department in the same year, saw the emergence of three sections:

Establishment and Personnel;
General Administration, and
Public Relations.

This organisational arrangements outlined above remained in operation until 1981, when a major transformation took place in the whole organisation structure of the ITF.

4.0 THE REORGANISATION OF ITF IN 1981

In January 1981, the ITF was upgraded from Class "B" to Class "A" parastatal 2/, and the post of the Chief Executive which was hitherto in the rank of a Director was also upgraded to the rank of Director-General. The existing departments were restructured in conformity with the responsibilities which since the inception of ITF have now assumed new dimensions and diversification. Initially, the ITF being a National Training Organisation, the most significant changes in the process of re-organisation took place in the whole set-up of the Training Department.

At first, the existing Training Department was split into two (2) departments each under a Director viz:

i. Planning, Research and Technology Services (PRT) Department
ii. Training and Consultancy (T & C) Department

2/ Parastatals are bodies set up by Government to carry out, in the public interest, different kind of operations, or render various services. They are sustained wholly or largely by the investment of public funds in them in order to advance some aspects or the other of public policy. Their classification as at 1981 were based on (i) nature of business or operation (ii) size and importance measured by reference to factors such as the number of employees on the payroll or the total capital invested in them. In ascending order, Class "B" headed by a Secretary, Class "B" by a Director and Class "A" by a Director-General.

Later on, in 1983, another new Training Department, the Vocational and Apprenticeship Training (VAT) Department was established from the PRT Department. This VAT Department deals specifically with the National Apprenticeship Scheme which the Fund has been charged with fashioning out policy guidelines and administer the scheme on a national basis. Other structural and organisation changes include merging of the Administration and Finance into one Department under a Director. Also in 1983, a new Division under the Corporate Affairs Division (CAD) was established in the Director-General's office.

The present composition of the ITF as well as its organogram are attached herewith as Appendix VIII. The duties and responsibilities of each Department/Division are as enumerated below:

4.1 THE TRAINING AND CONSULTANCY DEPARTMENT: consists of two Divisions:

- Advisory and Consultancy, and
- Training and Development Divisions.

(i) The Advisory and Consultancy Division

- Co-ordinates the Advisory and Consultancy services offered by the Area Offices to contributing employers.
- Processes the reimbursement claims submitted by contributing employers for all approved training programmes implemented by them.
- Co-ordinates and assists the efforts of the Area Office in the execution of In-Plant training schemes; and
- Through the Fund's Group Training Scheme, encourages small and medium-size firms to pool resources together and set-up Group Training Centres.

(ii) The Training and Development Division is responsible for.

- the co-ordination and implementation of the Fund's Direct Training Programmes.
- The evaluation of employers training facilities and programmes.
- The preparation of Trainer's Manual and Training Guides.
- The In-House training programmes for the different cadres of Industrial Training Fund staff for up-dating knowledge and for the acquisition of new skills and attitudes.

4.2 THE RESEARCH, INFORMATION AND TECHNOLOGY SERVICES DEPARTMENT

Consists of the Research and Information and the Training Technology Services Division.

(i) The Research and Information Division

- maintains a data bank of information on the training and levy collection activities of the Industrial Training Fund for planning and development purposes;
- is responsible for the production of Directories of training facilities.
- organises an Annual Training Conference, a forum for the exchange of ideas and the evolution of decisions on vital issues relating to training and manpower development.
- is responsible for the establishment and development of the Industrial Training library at the Industrial Training Fund Headquarters and its subsidiaries at the Area Offices.

(ii) The Training Technology Services Division of the RITS Department carries out the following functions:-

- Design, development and production of Audio-Visual software and materials in support of the Training function.
- Encourages the skillful and increase usage of Audio-Visual hardware and software through the operation of an Audio-Visual equipment and software loaning service.
- Promotes the diffusion of the goals, techniques and methodology of instructional technology through the organisation of the 'workshop on the Preparation and use of Training aids" and
- is responsible for the Fund's Printing Press and the Production of Printed matters.

4.3 THE VOCATIONAL AND APPRENTICESHIP TRAINING DEPARTMENT

The need for a Department to deal specifically with vocational and Apprenticeship training was made manifest by the following observations:

i. Despite the heavy financial commitments and the efforts of the Industrial Training Fund to see vocational and apprenticeship training system, vocation training remained in a poor state nation-wide;

ii. The curricula of technical education was rather cumbersome and theory-oriented;

iii. Training offered by vocational training institutions used diverse curricula and syllabi and were often designed to suit the capacities of available human and material resources and fell far short of required standards for effective training;

iv. Certification was carried out by an unwieldy number of examining bodies; and

v. The gap between industrial requirements and the terminal performance capabilities of the graduands of vocational training institutions increased with time and with the advancement of technology.

The Fund thereafter shifted its emphasis from "supporting training through financial and other incentives" to a more "active involvement in training" through the establishment of

a. ITF-owned industry-oriented vocational training centre and
b. A unified and standardized system of national apprenticeship.

The Department is charged with the responsibility of:

- implementing the Fund's Apprenticeship Training Scheme.
- the establishment and the supervision of the Fund's Instructor Training Centre (the centre became operational this year).
- the establishment and co-ordination of the Fund's vocational Training Centres 3/.
- initiates all actions necessary for the anactment of a National Apprenticeship scheme.

These functions are carried out at Divisional level by the Vocational and Apprenticeship planning and the Vocational and Apprenticeship Operations Divisions.

4.4 FINANCE AND ADMINISTRATION DEPARTMENT made up of a Finance Division and an Administrative Division.

i. The Finance Division is composed of two sections viz. (General Accounts Section and the Budget, Revenue and Reimbursement Section). This Division

- prepares the annual budget of the Industrial Training Fund;
- maintains complete accounting records of all financial operations of the Fund;
- effectively supplements the efforts of the Area Offices in collecting levy through a Task Force Unit;
- effects payment of recurrent and capital expenditure in accordance with the operative budget;
- manages the investment portfolio of the Fund;
- provides monthly and annual financial statements on the operations of the Fund in compliance with statutory provisions.

ii. The Administrative Division comprising the Personnel and General Administration Sections:-

- ensures effective implementation of the Fund's policies in respect of all administrative matters.
- maintains personnel records.

- organises the recruitment and the deployment of staff in response to determined organisational needs.
- ensures the maintenance of staff welfare services in line with staff conditions of service and operational guideline.
- ensures the over-all maintenance and enforcement of discipline.
- processes staff appraisal for confirmation, promotion purposes, etc.[2]

4.5 THE PUBLIC RELATIONS DEPARTMENT is assigned the following responsibilities:-

- enlightening the general public on the activities of the Fund through the dissemination of information either through print or electronic media.
- the arrangement of passages to facilitate staff movement; and
- ensuring effective communication from within and outside the Fund.

4.6 THE INTERNAL AUDIT DEPARTMENT carries out the scrutiny and investigatory functions over all financial and accounting operations of the Fund. It also renders advisory services to the Management.

4.7 THE LEGAL DEPARTMENT is responsible for

- the preparation and drafting of the Fund's legal documents.
- recovery of debts owed to the Fund by liable contributors, staff and other parties, and
- the provision of legal advice to the Fund's Management.

4.8 THE CORPORATE AFFAIRS DIVISION as its name implies monitors the corporate achievements of the Fund's goals, objectives and workplans. The Division also has its responsibility:-

- originating and documenting for Management's consideration new and improved policies and plans on Fund's Administration Training and Financial activities.
- periodic review of Fund's organisation and methods services (O&M) to ensure effective utilisation of available human and material resources.
- the monitoring of the field activities of the Area Offices identifying the strengths and the weaknesses of their performances, and
- the monitoring of the Fund's capital development projects.

4.9 THE FUND'S AREA OFFICES perform the underlisted functions:-

- the implementation of short off-the-job training courses, workshops and seminars.
- the evaluation of the effectiveness of the Fund's training programmes as well as those of contributing employers.
- the Design, development and execution of In-Plant Training Schemes.
- In-Company Training Advisory Services.
- the processing of re-imbursements to contributing employers in respect of approved training courses organised by them, and
- levy collection from liable contributors.

..... The Fund's present organogram is attached as Appendix IV.

4.10 STAFF OF THE FUND

As at December 1983, the total staff strength of the Industrial Training Fund stood at 1,040. There are over 150 professional staff in the services of the Fund at its Headquarters, Vocational Training Centres and the 13 Area Offices. The Fund's intermediate and junior staff number about 890.

The Fund's professional staff are daily in close contact with their counterparts in industry. The professional training staff, designated as Training Development Officers (TDOs), assist employers in industry and commerce to identify training problems, design and implement programmes to solve the identified problems. In the process of successfully discharging their responsibilities to industry and commerce, many of the Funds professional staff are often targets of poaching from the ITF. The companies in the private sector are able to induce a number of these staff with more lucrative pay and fringe benefit existing in the sector than those of the public sector. The Fund has already put up a very strong case to Government for the removal of ITF from the Federal Public Service unified salary gradings.

5.0 OPERATION OF THE FUND'S LEVY AND GRANTS SYSTEMS

The main source of revenue for the Industrial Training Fund is the levy collected from liable employers as obtained out in Section 2.1 of this paper.

5.1 DISCOVERING NEW LIABLE EMPLOYERS

Various means are used to enlist new liable levy contributors to the Industrial Training Fund. These include information from telephone Directories, Directory of Commercial and Industrial Establishments, Board of Inland Revenue, Employers Association Registers, Chamber of Commerce, Register of Companies and Business names, etc.

Two ITF forms are currently in use, ITF form 7A on completion by a newly discovered company enables the Fund decide whether the company is liable to contribute to it or not. If the company is liable, it will be required to complete ITF form 5 which contains relevant information including the payroll of all its employees.

5.2 DEFAULTING EMPLOYERS

Defaulting employers are employers who are liable to contribute to the Fund but have failed to pay all or part of their annual statutory contribution since incorporation. The cut-off period is the date the Industrial Training Fund Decree was promulgated in 1971. Defaulting employers can be classified into two categories Chronic and Ordinary Defaulters. A chronic defaulter is an employer who has not paid the Industrial Training Fund levy for two or more years. An ordinary defaulter is an employer who owes one year's levy.

The following are some of the reasons for defaulting

- Ignorance of the existence of the Fund. Some companies claim ignorance of the existence of the Fund. This is attributed to communication gap. However, since ignorance of the law is no defence, one cannot excuse such employer from being liable.

- Fear of Dealing with Government. Some private and unenlightened employers feel reluctant to have anything to do with the Government. This can be attributed to ignorance or reluctance to disclose information which they consider confidential to them.

- Recession In Trade. Some employers attribute inability to pay levies to the world wide economic recession that has also affected the Nigerian economy.

5.3 VERIFICATION OF EMPLOYERS RECORDS

ITF Form 5 is completed by companies which have been confirmed qualify for registration as a result of the completion of Form 7A referred to in Section 3.6 of this paper. The information contained in the form includes all the facts required to be disclosed in Form 7A. In addition, employers will be required to provide information on the amount paid to employees as remuneration.

Since all employers do not disclose all the information required in Form 5, the Inspectorate staff at each Area Office are expected to visit all companies which complete Form 5 in order to check the correctness of such information provided. Experience has shown that in many cases, companies have understated the renumeration paid to employees. This is as a result of ommission of some leviable items in their manufacturing, trading or profit and loss accounts.

5.4 PROCEDURE FOR REIMBURSEMENT

The Fund is expected to reimburse contributing employers 60% of the contribution paid if they can satisfy the Fund that they have carried out meaningful and systematic training. Employers are expected to fulfil the following criteria in order to qualify them for reimbursement.

- The training years' levy must have been paid.
- A written training policy approved by Management and made known to employees must be submitted to the Fund.
- The training plan must be acknowledged and the programmes based on identified training needs must be submitted to the Fund for approval before commencement of training.
- Production of satisfactory evidence of training already implemented.

5.5 THE 3RD REVISED REIMBURSEMENT & GRANTS SCHEME

The third revised reimbursement and grants scheme issued in December 1982, provides that an employer can qualify for basic reimbursement up to 60% of the levy paid in each training year. The employer must have trained 15% of the total work force to qualify for maximum award of 60% of levy.

The areas of reimbursement award common to all contributing employers are as follows:

- Safety training and training of managers/instructors both attract a maximum total reimbursement of 9% of the levy paid.
- Other main areas of training focus on Management, professionals, senior technologists and other specialists, supervisory, foremen, chargehands, skilled training, occupational apprenticeship and operatives, relevant education/correspondence courses. All these carry a total of 51% of levy.

The Fund has already undertaken a series of field testing of the 3rd Revised Reimbursement and Grants Scheme, using its Area Offices. The initial indication has been rather positive that employers would benefit slightly more from this scheme than its predecessors. The Fund is convinced that the new Reimbursement and Grants Scheme being introduced would ensure that training is spread through all the cadres of staff in any company that wishes to achieve the statutory maximum reimbursement of 60%. After the full implementation of a few years training activities, a further review of the present reimbursement and Grants Scheme would be made in order to keep abreast of the needs of the economy and the expenditure pattern in staff training and development of contributing employers to the ITF.

6.0 MAJOR PROBLEMS CONFRONTING ITF IN ITS OPERATIONS

It is not the intention in this presentation to show that all have been or are presently smooth sailing for the Fund in the execution of its assigned functions. I therefore wish to briefly discuss two of the issues that have always posed great problems for the Fund.

6.1 LEVY COLLECTION AND THE DEFAULTERS

The Fund, has over the years, virtually relied on levies it is able to collect from liable contributors. These are all employers with 25 or more employees on their respective payroll.

Each Area Office has a team of levy inspectors who regularly undertake levy collection and inspection drives in all companies located within their respective areas of jurisdiction. As Area Offices are working at just about half of their established staff strengths, a levy collection task force consisting of Accounting Inspectors from the Fund's Headquarters Inspectorate staff from time to time reinforce Area Offices in order to recover outstanding and or unpaid levies.

Despite all the efforts of the Fund's levy inspectorate teams, many liable contributing firms are constantly in default as regards their annual training, levy obligations to the ITF.

The Decree establishing the Fund provided penalty for late payment or non-payment of annual training levies due, and also allows for the recovery of both dues and penalties through litigation if need be. The Fund has, however, invoked these provisions only as a last resort where the defiance of recalcitrant defaulters is bound to have adverse effects on their counterparts who are regular in their levy contributions to the Fund.

6.2 RELUCTANCE OF EMPLOYERS TO INVEST ON MANPOWER DEVELOPMENT

The Decree that established the ITF gives it the authority to collect training levies from liable corporate organisations in addition to the responsibility for encouraging liable contributors to develop and implement systematic training policies and programmes for their worker. However, the ITF Decree did not provide any clause that could compel employers that pay their annual training levies, to train their staff. All along, the ITF has relied entirely on encouraging them through the reimbursement of their training expenses and other direct training and Advisory Services, etc. in making these categories of contributors implement any training activity in their company. Consequently, many contributing employers only pay their levies to comply with the law but have no policy or systematic training programmes for their staff. In recognition of this fact, efforts are being made to amend the ITF Decree by inserting a compelling clause which will make employers not only contribute but also train their workers.

6.3 WEAKNESS OF LEVY SYSTEM

The funding system of a national Manpower Development Agency like ITF which is based on a single criterion of payroll figure does not seem to be quite ideal. Serious depression in the economy as a result of world recession, the danger of such a system is too obvious as buoyancy of the companies and consequently of the employment situation are drastically affected under extreme adverse conditons of economy. A marked depletion in the strength of labour-force will inevitably have direct effect on levy on payroll basis, out of balance with far reaching consequencies. In such a situation, it would be extremely difficult, if not impossible for the organisation to perform its very specialised assigned jobs, to provide direct training centres and to carry on with other capital projects besides meeting the cost of its Administrative overheads. The Industrial Training Fund of Nigeria is in search of a more equitable formula for its continued sustenance.

7.0 OUTLOOK FOR THE FUND IN THE 1990s

As the ITF steamlines its human and financial resources over the years, so did it continously review its functional set-up to match reality and especially the resultant pattern that best suits its organisational development. This clearly took precedence over any attempt to evolve a "standard" or "model" organogram, etc. The following issues appear tobe foreseen as areas that may bring drastic but more effective changes in the Fund's overall set-up.

7.1 COMPOSITION OF THE FUND'S GOVERNING COUNCIL

Over the years the ITF has been fortunate in having high quality membership of its Governing Council. Each of the Committee of The Governing Council has always critically assessed policy issues referred to them by the relevant arms of the Fund. Through the members of these committees, the Fund's Governing Council has centred their efforts on policy issues. The Fund's Management has been left to handle its day to day affairs along the administrative, Financial and Training policy guidelines laid down by the Governing Council.

Despite the above however, the Governing Council's membership, which stands at 23, is considered rather unwidely. It has been strongly suggested that this number ought to be pruned down to not more than 13 members, in order to have both reduced cost of Council's expenses as well as greater efficiency. The Fund is presently studying the most effective way of maintaining the present cross-sectional representations of private and public sectors' industrial and commercial interests in a much reduced council membership.

7.2 DEVELOPMENT OF AREA OFFICES

At present, the bulk of the Fund's services to the generality of the employers are rendered through its Area Offices, presently numbering 13 and scattered all over the Federation. It is no doubt that while many more Area Offices are being established,

the existing ones will continue to be further strengthened. The fund is working hard on a programme of developing existing Area Office to become virtually autonomous in order that their Officers-in-Charge (Area Officers) could be vested with greater authority to take more decisions on-the-spot, with little or no reference to the Fund's Headquarters regarding their normal operations.

7.3 REMOVAL OF ITF OUT OF PUBLIC SERVICE STRUCTURE

Owing to the daily contact which the Fund's professional staff members have with their counterparts in industrial and commercial concerns, and the frequency with which professional staff of ITF are poached by employers in the private sector, concerted efforts are being made to get the ITF removed from the public service structure.

The attempts in this regard have not yet yielded fruits, but the Fund's Management is still pressing on. It is strongly believed that the ITF should be allowed to operate as near as possible to the private sector companies which form the bulk of the target population of the Fund's services and programmes. If allowed, the Fund would therefore experiment with various structures and come up with the best that would suit its peculiar circumstances.

7.4 CHANGE IN THE FINANCIAL STRUCTURE OF THE FUND

The only regular source of the Fund's revenue are the levies collected from liable contributors. The Fund's rate of levy has been altered twice from 3% to 2% and finally to 1% of the annual payrolls of liable employers. The present rate of 1% has been in vogue since 1976. The Fund's recurrent and capital expenditure have increased tremendously since 1976, and the absence of any Government subventions have both established high demands for additional sources of funding the ITF.

In the not too distance future, the Fund may be constrained to request government to increase the rate of levy from the present 1% of annual payroll of contrbutors. It is appreciated that any increase in the rate of levy will demand a corresponding increase in the level of employers' training claims since both are tied together. From the early portion of this paper, it is obvious that the Fund is ready to meet the challanges of further improved services to its contributors in order to justify levies collected from them. If the quality of the Fund's services and activities drop, a lot of problems will immediately show up, such as to make the collection of existing rate of levy very difficult, not to talk of with an increased rate of levy.

It should be pointed out however that some centrally funded training (levy) systems in many parts of the world do not have a reimbursement arrangement. The contributors are only off red services and facilities, which include a large number of non-formal Vocational and Instructor Training Centres quite distinct from those of the formal educational training centres. The SENAI of Brazil and INCE of Venezuela are very good examples of this system. Both SENAI and INCE run, in their respective countries, hundreds of very good vocational and apprenticeship training centres.

8.0 CONCLUSION

The ITF sees itself as a continually developing and dynamic entite especially during the next decade i.e. 1985 to 1995. During the last decade, the ITF equitably combated with a number of teething problems, in spite of which, it went a long way in fulfilling the objectives for which the Fund was established. It has already created training awareness generally in the economy and also proved to be a formidable catalyst in influencing a large number of private sector employers to be much more training conscious. Up till a few years ago, a large proportion of contributors to the ITF merely paid their levies and could not be bothered about systematic training of their staff. Presently, a large number of the Fund's contributor not only train systematically, but now also receive the maximum statutory reimbursement as evidence of adequate and meaningful training activities for their indigenous wor force.

Also during this period, ITF changed its emphasis from the reliance on the "use of monetary incentives" to "active direct vocational training". This has led to the establishment of ITF's model Vocational Training Centres, the first of which already became operational since May, 1983. The Fund's emphasis has been directed to the technical training of the intermediate and lower manpower levels, as this is the Area of greatest shortages in the nation's bid for her economic independence.

As a dynamic organisation, the ITF's structural and functional set-ups have always been modified to cope with the complexity and volume of its work rather than sticking to any model structure. The Fund thereofre has been in a position to consider and accept existing structure if found expedient.

The Fund's Management has always placed the greatest emphasis on streamlining the structure and functions of the Fund, based on the challenges and scope of the programme of work to be achieved within specified periods.

Having accumulated some considerable experience in the implementation of a centrally funded training system over the period spanning more than a decade, the ITF of Nigeria is ready at all times, to share such experiences with other sister African nations, in particular, and the international community in general. The establishment and systematic development of the ITF of Nigeria and its activities and services recounted in the fore-going are very strong attestation to the viability and usefulness of centrally funded training systems in a developing country. It is also a manifestation of a successful example of the collaborative venture between government on the one hand and industry and commerce on the other in the acquisition of skills and the creation of effective indigenous manpower resources in a developing African country setting.

INDUSTRIAL TRAINING FUND SHORT-TERM, MEDIUM
AND LONG-RANGE PROGRAMMES, 1972

1. Organises and conduct a series of training courses and seminars for Training Officers and Instructors of contributing establishments.

2. Organise Industrial Boards or Advisory Committees for all occupational fields.

3. Establish Industrial Training Fund's service to provide comprehensive and regular information on Industrial Training Fund and its activities.

4. Expand contribution base of ITF to cover all employers that are liable under the provisions of the Decree.

5. Develop a Training Advisory Service to assist employers ascertain and define their training needs.

6. Establish a registered, organised and standard apprenticeship programme.

7. Develop training courses based on modules of employable skills to upgrade skills level and productivity of Nigerian Labour Force.

8. Assist the Vocational Improvement Centres to improve their effectiveness and broaden the scope of their coverage to all parts of Nigeria.

9. Assist the Centre for Management Development to expand its activities.

10. Assist in the reorganisation and improvement of training by all trade centres, vocational schools and polytechnics.

11. Organise a well equipped and staffed centre for research, development and production of Audio-Visual Aids and Materials.

12. Provide adequate administrative and supporting services to the Governing Council, its Committees and the Industry Boards.

13. Open all training course to girls and women and promote their participation in order to improve utilisation of human resources.

14. Demonstrate that employers' contributions will be entirely used for training and not for the Fund's Administrative costs.

15. Issue definite training and grant policy statements and finalise reimbursement relating to training costs.

16. Establish working relationships with universities, polytechnics, technical colleges, trade centres and school of Mines.

17. Establish the relevance of trades tests standards to the needs of industry and their possible use in preparing training recommendations.

18. Determine which training facilities to set up and with what priorities, craft level, supervisory, management and in what fields.

19. Investigate possibility of setting up Group Training Schemes with employers.

20. Develop a system for training of supervisors, foremen and headmen in the areas of job instructions, human relations and job-method improvements.

21. Develop a manpower training requirements forcast in collaboration with National Manpower Board. This would provide a basis for the Fund's long-term training and development planning.

22. Co-sponsor with public and private education and training institutions, studies concerning the need for up-dating instructional capability, modernising equipment and facilities, etc.

23. Develop the capability of the Programme Department to provide training and development co-ordination services.

24. Provide a scheme whereby potential professional training people are employed by public and private sectors and institutions and assigned to undergo on-the-job training in the Fund for 6 to 12 months.

25. Establish a good reference library on manpower training and to continually serve as a clearing house and repository for data-bank on training for Nigeria and possibly West Africa.

26. Reconstruct the trade centre programmes to integrate the training with In-Plant training on a block or day-release basis for modular training.

27.a. The training Centres of Governmental Para-statal bodies should be classified and summarised by the Fund.

b. The Fund's Training expertise should be made available to them. Their need for instructor training should be accommodated by the Fund.

28. The Fund should take a broad view of its responsibilities so as to include the needs of traditional, un-organised apprentices and other training in addition to those of the contributing establishments.

29. Study the position of the pre-vocational education with the normal school system.

30. Provide necessary means to enable the National Technical Teachers College, Yorba and other similar institutions to expand to meet the needs of Industries.

31. Support, improve or develop the training which already exists in the informal sector and which has produced the vast majority of the tradesmen and semi-skilled workers in Nigeria. Their training should be given the highest priority.

32. Recruit and train Industrial Training Fund staff to be able to evaluate training conducted by contributing establishments and to approve claims promptly.

33. Assess the current and potential training capability of institutions requesting assistance from the Fund.

34. Develop and maintain on-going evaluation and feedback system.

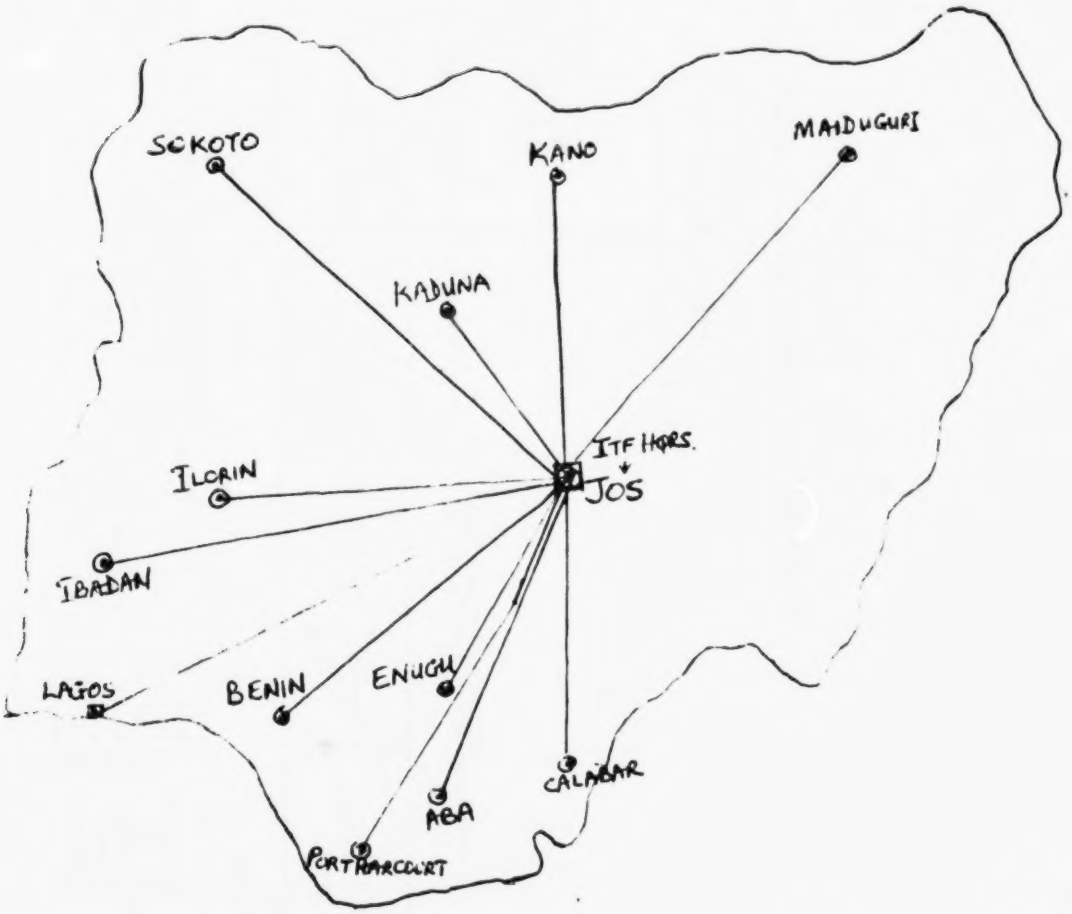
DEVELOPMENT AND GROWTH OF AREA OFFICES

YEAR OF	HEADQUARTERS	AREA OFFICES	LOCATIONS
1971	1	-	Lagos
1972	1	-	Lagos
1973	1	-	Lagos
1974	1	2	Benin, Kano
1975	1	5	Benin, Kano, Aba, Ibadan and Kaduna
1976	1	7	Benin, Kano, Aba, Ibadan, Kaduna, Lagos and Jos
1977	1	10	Benin, Kano, Aba, Ibadan, Kaduna, Lagos, Jos, Ilorin, Port Harcourt and Calabar
1984	1	3	Sokoto, Maiduguri, and Enugu

N.B. The Headquarters of the Industrial Training Fund was moved to Jos late in 1976. The former Headquarters became LAGOS AREA OFFICE.

APPENDIX III

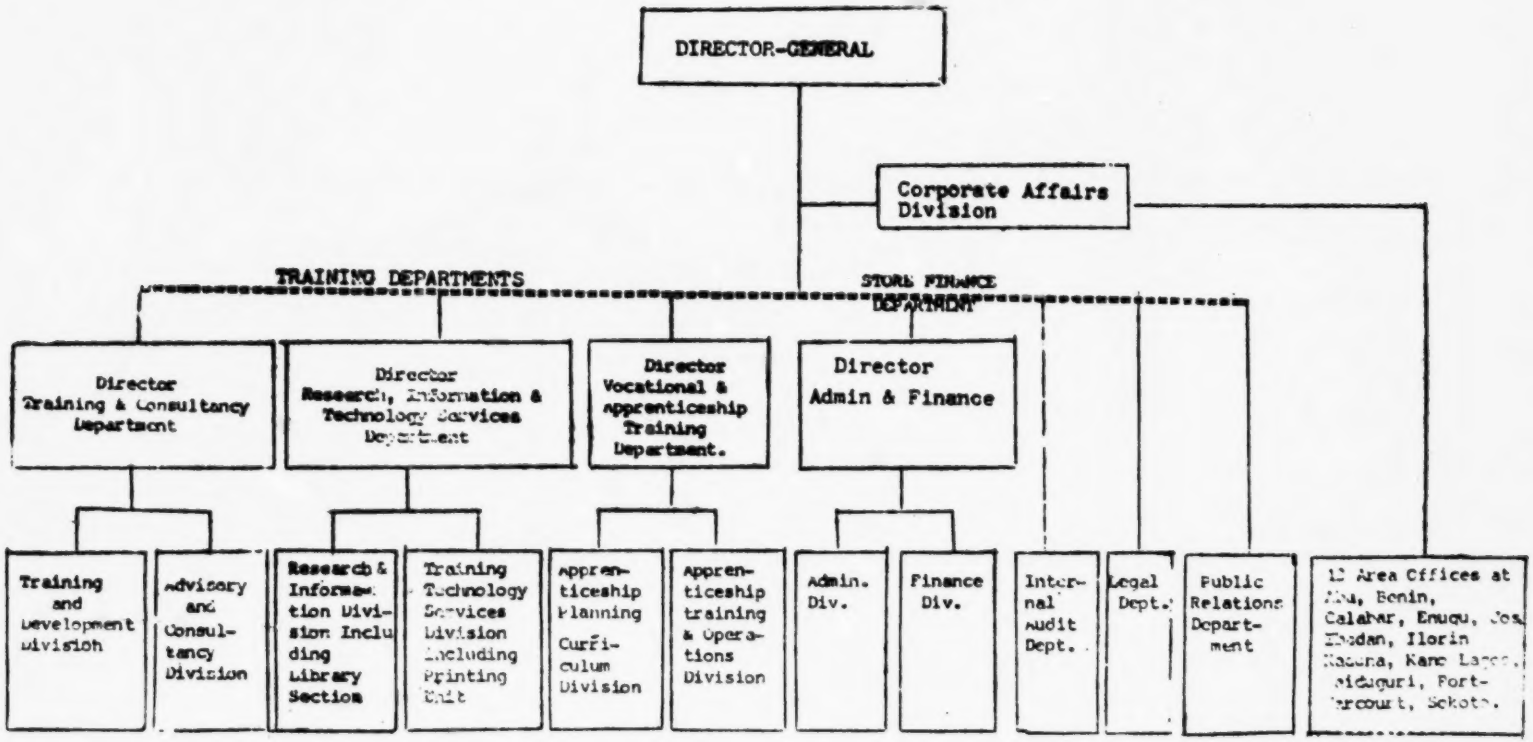
GEOGRAPHICAL LOCATION OF ITF HEADQUARTERS AND AREA OFFICES IN NIGERIA



084-355

ITF HEADQUARTERS ORGANIGRAM AS AT 1ST JANUARY, 1984

APPENDIX IV


DIRECTOR-GENERAL
Corporate Affairs Division
TRAINING DEPARTMENTS
STORE FINANCE DEPARTMENT
Director Training & Consultancy Department
Director Research, Information & Technology Services Department
Director Vocational & Apprenticeship Training Department.
Director Admin & Finance
Training and Development Division
Advisory and Consultancy Division
Research & Information Division Including Library Section
Training Technology Services Division Including Printing Unit
Apprenticeship Planning
Curriculum Division
Apprenticeship training & Operations Division
Admin. Div.
Finance Div.
Internal Audit Dept.
Legal Dept.
Public Relations Department
12 Area Offices at Jos, Benin, Calabar, Enugu, Ibadan, Ilorin, Kaduna, Kano, Lagos, Maiduguri, Port-Harcourt, Sokoto.

THE INDUSTRIAL TRAINING FUND, 1972 - 1984 - A RESUME OF ACTIVITIES AND SERVICES:

Each Department, Section or Unit of the Industrial Training Fund emerged and developed as a result of an identified need for a service or activity associated with manpower development needs of contributing employers.

Some of the Fund's activities and services are high-lighted below:

(i) VISITATION TO FIRMS AND IDENTIFICATION OF THEIR TRAINING NEEDS; The Fund has continuously given regular assistance to enterprises in the determination of their training needs and in the subsequent design and implementation of training programmes to meet ascertained needs. On the average over 1,000 such Company visits are carried out in any one year.

(ii) IN-PLANT TRAINING SCHEMES FOR SMALL AND MEDIUM - SIZE COMPANIES - Through its In-Plant Training Scheme, the Industrial Training Fund has continuously brought about improvements in the lay-out and work - processes of individual enterprises, with resultant increase in productivity. This programme commenced in 1979. In 1981, fourteen (14) such Schemes were carried out; the figures for 1982 and 1983 were forty-three (43) and fifty-six (56) respectively.

(iii) FUND'S DIRECT TRAINING COURSES, SEMINARS AND WORKSHOPS - Beginning from 1974 with the TRAIN-THE-TRAINERS WORKSHOPS, the Industrial Training Fund has organised annually a series of direct training courses, workshops and seminars for the benefit of contributing employers. The underlisted courses, workshops and seminars(*) have been developed over the years, regularly up-dated and implemented for employer's nominees:-

(a) Basic Secretarial Duties Course (incepted in 1978)
(b) Industrial Safety Workshop (incepted in 1976)
(c) Instructional Techniques Workshop (incepted in 1978)
(d) Curriculum Design Workshop (incepted in 1978)
(e) Development of Training Personnel Course (incepted in 1975)
(f) Evaluation Techniques Workshop (incepted in 1978)
(g) Preparation and Use of Training Aids Workshop (incepted in 1977)
(h) Industrial Productivity Workshop (incepted in 1980)
(i) Training Function (formerly 2-day Seminar) (incepted in 1975)

(*) APPENDIX VI is a summary of the Fund's Direct Training Courses.

Between July, 1979 and December, 1982, a total of 4,906 participants had successfully passed through the Fund's Direct Training Programmes.

(iv) Industrial Training Fund NATIONAL CONFERENCE - Since 1981 the Fund has organised an Annual Training Conference which provides a very effective forum for the inter-change of knowledge and ideas on appropriate strategies for human resources development.

(v) VOCATIONAL TRAINING - The Fund has established a National Vocational Training System comprising a set of Pilot Industry - Oriented Vocational Training Centres commenced training in Ikeja, Lagos State and the second will shortly be operational in Kano. Two other Vocational Training Centres are scheduled to take-off next year.

(vi) REIMBURSEMENTS AND GRANTS - The Industrial Training Fund encourages all employers to provide adequate and systematic training for all their employees. Through a comprehensive and well-worked-out Reimbursement and Grant Scheme, the Industrial Training Fund bears a sizeable proportion of the cost of all training programmes approved by the Fund for implementation by employers contributing levies to the Fund.

(vii) GROUP TRAINING SCHEMES - The Fund encourages greater involvement of employers, particularly those of small enterprises, in the organisation and direction of training by encouraging the establishment of training centres, by groups of employers in certain sectors of the economy. The cost of the physical assets and facilities for a Group Training Centre will be jointly borne by the Fund and the members of the group, subject to a limit of 40% liability for the Fund.

(viii) INDUSTRY TRAINING ADVISORY COMMITTEES (ITACS) - Between 1978 and 1981, the Fund established six (6) ITACs for:-

- Mechanical and Automotive Engineering Industry
- Building and Construction Industry
- Textiles Industry
- Hotel and Catering Industry
- Food, Drinks and Drug Industry

The work of these Committees have provided resources materials in the following areas:-

(a) Improvement of Vocational Training Centres
(b) Supervisory Training in all Sectors of Industry
(c) Operatives and Craft Training
(d) Up-dating courses for skilled and semi-skilled workers.

(ix) PRODUCTION AND DISTRIBUTION OF TRAINING AIDS - The Industrial Training Fund develops training aids, learning elements and audio-visual software items to enrich the training process. It also operates a Training Film and Equipment Loaning Scheme as a back-up service to employers.

(x) STUDENTS INDUSTRIAL WORK - EXPERIENCE SCHEME: To supplement the theoretical learning of students from academic institutions with practical exposure to Industrial activities associated with their various disciplines, the Industrial Training Fund initiated and supported the Students Industrial Work-Experience Scheme. The Industrial Attachment became part of the curriculum and requirements for graduation in all engineering and technology courses in Nigerian Universities and Polytechnica. The annual financial grants made by the Fund on this scheme rose from ₦160,000 in 1974 to well-over ₦1,000,000 in 1978. The funding of the scheme has been transfered to both the National Universities Commission and the National Board for Technical Education.

(xi) SUPPORT FOR OTHER TRAINING BODIES:

The Fund has made grants of well over ₦594,000 to cover the costs of the training programmes and activities of the Centre for Management Development (*)

Further, the Fund has also provided financial support to the under-listed bodies:

(i) Nigerian Institute of Management, ₦35,000;
(ii) Nigerian Motor Drivers and Mechanics Vocational Schools, ₦15,000.
(iii) Vocational Improvement Centres and other skills Improvement Centres, ₦111,000.

(Financial support of the kind listed above has been withdrawn due to a shift in emphasis. The Fund is now actively involved in the establishment of its own Vocational Training Centres as opposed to the earlier policy of supporting training).

(*) The Centre, as an agent of the Fund, is responsible for policy formation and the co-ordination of various management and supervisory training efforts.

UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
GENERAL

E/ECA/AATD/84/12
November 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Fifth Biennial Training Development Conference of
The African Association for Training and Development

Addis Ababa, 19-29 November 1984

LC/NAIROB

AN OVERVIEW OF NON-FORMAL EDUCATION POLICIES AND PROGRAMMES IN KENYA

An overview of Non-formal Education Policies and Programmes in Kenya

Introduction

The concept of non-formal education in this paper is based on the definition by Coombs and Ahmed which states that non-formal education is "any organized systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to particular subgroups in the population, adults as well as children".[1/] The paper looks at the factors that have influenced the nature and trend of development of non-formal education programmes and the linkages between non-formal education and different educational and development programmes in Kenya.

The African Tradition

Traditional forms of education in most communities in Kenya tend to be predominantly informal[2/] with very short periods of organized learning that can be described as non-formal. Before the introduction of Western education, the individual received basic education through lullabies, songs, games and encouragement to immitate older people. As one grew older, education was made more challenging and delivered through stories, myths, riddles, puzzles and other informal activities intended to make one develop the power to think and to deal with problematic situations.[3/]

Organized and systematic educational activities were introduced as the youth prepared for more adult roles in life. Passage from childhood to adulthood was marked by special initiation ceremonies which often included periods of systematic instruction. Writing about the Kikuyu people, Jomo Kenyatta says that at the initiation ceremony a youth shed off childhood and was "born again" to become a warrior, a dandy, a dancer, an eater of good food and a full member of the community.[4/]

Initiation into adulthood started between the age of fifteen and twenty. In some ethnic groups like the Baluyia there was only one ceremony marking entry into adulthood while in other groups like the Kikuyu and the Masai complete adulthood was achieved through a number of spaced out ceremonies. The main ceremony which in most ethnic groups of Kenya included circumcision for men and clitoridectomy for women lasted between six months and one year.

1/ Coombs, P.H. and Ahmed, M Attacking Rural Poverty: How Non-formal Education can Help, a World Bank Research Publication, the John Hopkins University Press, Baltimore, 1974, p. 8

2/ Ibid Informal education is defined by Coombs and Ahmed as "The lifelong process by which every person acquires and accumulates knowledge, skills, attitudes and insights from daily experiences and exposure to the environment, at home, at work, at play"

3/ Kenyatta, Jomo Facing Mount Kenya, Secker and Warburg, London, 1961, pp. 98-130

4/ Ibid

The physical ordeal of circumcision and clitoridectomy was only a small part of a longer process of education and training covering public morality and ettiquet; proper relationships between different age groups and sexes; the role of the individual in the age group and the entire community; the division of labour between different age groups as well as between men and women; and the correct interpretation of the laws, norms and customs of the community. In warlike communities, the first initiation ceremony was also preparation for military service and enrolment into community defence form.

The initiated youths entered a permanent relationship and mutual respect as members of one age group. The age group served as a historical landmark in the community. Kenyatta says that initiation and the attendant age group system had "enormous educational, social, moral and religious implications".[1/]

Evidently the non-formal sector of traditional education were strongly rooted in the lifelong education of the individual, and the social and economic institutions as well as the moral and spiritual life of the community. The initiates were helped to understand their community and their roles in their communities better. The educational programmes was reinforced by the community system of belief and code of conduct.

The Colonial Context

Education for the Black Race

Evolution of the Western forms of non-formal education in Kenya was influenced by the attitude of European colonial administrators and missionaries to the ability of black men to get a liberal education and to govern themselves. During the 19th century and early 20th century, European and American scientists advanced the theory that different racial groups were at different stages of evolution.[2/] The white race was the most advanced while the black race was the most backward. A number of physical characteristics such as the shape of the skull, the size of the brain curvity and the coulour of the brain to prove that the whiteman was intellectually superior to the black man. These scientists therefore concluded that the black man could not manage the same kind of education given to whitemen. They recommended that the black man should be given only enough literacy education to enable him to follow industrial and agricultural education.

The notion of industrial and agricultural education for black, the man was first developed in the United States of America to discipline Black Americans to use their hands and eyes accurately to instill in them humility, to promote the virtue of hard work and to prepare black men for their role in life. In contrast, it was claimed that a literacy education would create discontent, suspicion, bitterness and instability among the black people.

1/ Ibid

2/ Sifuna, D.N. Vocational Education in Schools: A Historical Survey of Kenya and Tanzania,, East African Literature Bureau, Nairobi, 1976, pp. 65-73

Colonial administrators and missionaries saw the indigenous people of Kenya as the equivalent of the working class in Europe and the black race of the United States. It was claimed that the African lived in a perpetual state of childhood.[1/]

The District Commissioner for Kitui told the 1919 Education Commission: "For some years to come (the African) must be regarded as a child, as such, not allowed to decide what is best for himself."[2/] The missionaries saw an African as a fallen man who needed to make a fresh start in the evolution process. Meanwhile, there was no need to bother him with the kind of education given to whitemen. He had to be trained to work with his hands, to appreciate the value of hard work and to take his proper position in the colonial situated dominated by European colonialists.

Introduction of Western forms of Education

Christian missionaries introduced western education on the East Coast of Africa in the late 19th century for resettlement of freed slaves who faced risks of re-enslavement, starving to death or losing their lives if they attempted to trace their way back to their places of origin. Missionaries organized them to raise their own food and to establish a self-reliant community. In 1871 a 200 acre settlement scheme was started at Freretown about 10 miles from Mombasa for 300 settlers of whom half were children. The settlers received instruction in reading, writing, arithmetic, religion and practical skills. The boys were grouped into three categories: (1) those who showed potential for leadership were prepared for the role of preachers and teachers; (2) those with ability to learn skilled jobs were taught carpentry, masonry and blacksmithing; and (3) the rest who showed least ability to learn were taught how to make mats and bags. Girls were mainly taught sewing and gardening.

Subsequently missionaries opened many more stations along the coast as well as in the interior and mounted educational programme modelled on the Freretown Curriculum. In order to make the mission station an effective centre for Christian propaganda, missionaries decided to recruit young children who would be relatively easy to teach and to separate from their homes for long periods. The focus on long term education for children conducted in boarding schools marked the separation of formal education exclusively for children from non-formal education conducted outside the school system.

A number of out-of-school programmes were established by missionaries to run alongside the emerging formal schools. The Church Missionary Society (CMS) established a programme at Maseno consisting of carpentry, blacksmithing and brick making. In conjunction with the CMS the East African Industries started a programme on ploughing and cultivation. In 1911 the church of Scotland based at Kikuyu mounted industrial apprenticeship and training for medical assistants and three night schools for adult men. At the same time the Friends African Mission established a wood industry at Kaimosi. The first government vocational education programme was established in 1907 to train young men in carpentry and joinery.

As the formal education for children was separated from vocational non-formal education, the stigma associated with the latter crystalized and the conflict between the colonialists and the indigenous people of Kenya over what kind of education should be given to Kenyans became severe.

1/ Sifuna, D.N. Vocational Education in Schools: A Historical Survey of Kenya and Tanzania East African Literature Bureau, Nairobi, 1976, pp 63-73

2/ Sheffield, J.R. Education in Kenya: An Historical Study, Teachers College; Columbia University, 1973, pp 17-25

Colonial Policies and Programmes

Evolution of Policy on Non-formal Education

The initial education programmes mounted by missionaries along the Coast of East Africa were non-formal in nature as suggested above. The colonial administrators and missionaries argued that Africans were incapable of following a literary education. In 1909 Frazer who became education advisor to the colonial government recommended that a department of education be established to take responsibility for the education of all races of Kenya. Influenced by the debate on the educability of black people, he recommended industrial and agricultural education for Africans focusing on children.

Educational policy remained static during the 1914-18 war. After the war, the colonial Government appointed a commission to look into the education of the country. The commission mainly collected information from colonial administrators, missionaries and white settlers and recommended, among other things, that the Government should establish village schools which should act as development centres for the communities around them. A village school was intended to educate the community in health, farming and other elements of basic education and social development.

In 1924 the colonial office appointed the Phelps-Stokes Commission to review education in East and Central Africa.[1/] The report of the Phelps Stoke Commission proposed industrial and agricultural education for Africans. The colonial office memorandum of 1925 on education was based on the Phelps Stoke report. The colonial office suggested that industrial and agricultural education was more fitted to the immediate needs and intellectual abilities of the Africans.

The colonial administrators, missionaries and white settlers used the Phelps-Stokes recommendations and the 1925 memorandum to justify separate educational systems for the different races in the country. For Africans, industrial and agricultural education was seen as an inferior educational system. Indeed all the people of Kenya including the colonial administrators, missionaries and white settlers believed that industrial and agricultural education was an inferior alternative to literary education.

1/ Jesse-Jones, Thomas, Education in East Africa. London, Edinbourgh House Press, 1925

2/ HMSO. Educational Policy and Practice in British Tropical Areas, CMD. 2374, 1925

Evolution of Modern Non-formal Education Programmes

The educational system proposed by the Phelps-Stoke Commission was intended to retain the African in his community. The educated Africans would act as extension agents, giving guidance to their people in agriculture, home management, principles of good health and general improvement of life in the community. The village school supervised by specially trained all-purpose educators would serve as the development nerve centre for the community in the village. The village school supervisors would be trained at Jeanes school as explained below.

The Jeanes School idea came out of the Phelp-Stoke Commission and we modelled on the Jeanes Industrial Teacher programme found in the United States.[1/] The School was started off with a grant of £37,000 from the Carnegie Foundation of New York. In 1925 the school opened its door to the first fifteen trainees to take a two year course. The curriculum of the school started off with lessons in religious instruction, physical training and games literacy and arithmetic, history, geography, civics and professional techniques in teacher training. Towards the end of the course the curriculum was extended to include art, practice in the supervision of village schools improvement of rural life, village development, methods of extension work, the role of native customs and cooperative philosophy and procedures, Every trainee studied agriculture and worked on an agricultural demonstration plot. The students visisted schools, and organized night schools as part of their training.

All students came to the schools with their wives. The strategy was to acquaint wives with the kind of work their husbands would be doing and at the same time to get some basic education on home management. The trainees and their wives were expected to set up model homes back in their communities. To instill cooperative principles, the school started a cooperative shop in 1927. In the same year, the school started a newspaper as a tool for informing and educating a community. And during the vacations the trainers visited the students back in their home settings.

Community educators trained at the Jeanes School were expected to enlighten their communities on agriculture, health, education and all aspects of development using the village school as their base. In practice the Jeanes teacher was doomed to fail. Most of the teachers Trained by the Jeanes School were protestants and therefore not acceptable to catholic schoots and communities. The protestant missionaries and their own teachers who were better trained on how to handle children. The idea of linking the school and the community was not in harmony with the missionary approach of removing children from the contaminating influence of their communities.

1/ Prosser, R.C. "The Development and Organization of Adult Education in Kenya, with special reference to African Rural Development. 1945-1970" Ph.D. Dissertation, Edinburgh University, 1971. pp 56-83

Government departments were developing their own extension systems with field workers who were more professionally qualified than the Jeanes teachers. In the legislative assembly, which was dominated by white settlers, the Jeanes School came under attack mainly because of the training in civics, cooperative principles and other liberal education aspects of the programme. The African nationalists were indifferent to the Jeanes School programme. They wanted their people to have the same education as the Asian and European communities.

Apart from the village school educator, the Jeanes School introduced some short specialized courses. In 1932 a course for health inspectors was started. The course attracted ten participants with their wives. Attempts to start a course for agricultural instructors during the same year failed mainly because the Agricultural Department was starting its own training programme for extension workers. In 1934 a course for women in home making attracted forty participants.

One of the Jeanes school courses that had impact on the country for a long time was a course for farmers started in 1934. Participants to this course were recruited from all over the country. They had to be farmers who were already making an effort to modernize their farming practices. They were expected after the course to develop a model farm in their communities as a process of extension, or teaching their neighbours by example. The curriculum for this course included religious instruction, working on a demonstration plot, observing the farming practices and lives of the farmers around the school and attending classes on different aspects of crop and animal husbandry.

In 1939 the Jeanes School programmes were suspended and the centre used for war purposes. Meanwhile other non-formal education programmes were evolving under different government departments. The Agricultural Department initiated a training programme for agricultural extension workers. On completion of the programme, the trainees were expected to get employment under local government authorities to work on demonstration farms, production of good seed for their communities and educating farmers. This programme was inhibited by two problems: The people who came forward for training did not have the minimum education required to follow a specialized course. Of the fifty nine (59) instructors trained by 1928 only twenty four (24) were able to obtain employment.

Under the Education Department, a voluntary organization mounted evening continuing classes for the Asian and European communities in Nairobi. The main courses offered were book-keeping, surveying, electrical and mechanical engineering and languages like Latin, French and Kiswahili. Initially elementary courses in English and literacy which would have catered for the Africans were not introduced until 1941.

Continuing education classes were run by a voluntary committee with representatives from Nairobi Municipal Council, the Asian Community, the Kenya Society, the Education Department and the major employment agencies in Nairobi notably the office of the Postmaster General, the Mines Department and the Kenya Uganda Railways. Most of the funding came from Nairobi Municipal Council, but neither Nairobi Municipal authority nor the Education Department wished to be held responsible for the policies of the council which tended to discriminate against the indigenous people of Kenya. An African representative was invited to join the committee in 1945.

The Jeanes School was used to demobilize ex-service men after the end of the war. Ex-Servicemen were trained to become social welfare assistants, probation assistants, British Legion Assistants, school teachers, agricultural instructors, health assistants, clerks and traders using the Jeanes school model of education. The traders course had a wide range of specialized areas which interested ex-servicemen such as transport business, retail trade and a variety of small scale industries like baking.

By 1948 the number of soldiers declined and the centre reverted to civilian use in 1949, starting with a two-months course for farmers.[1/] Participants to this course were recruited from all over the country from among the farmers who had adopted progressive methods of farming. Each farmer had to bring along his wife to get some education on farming and home making. The wives were expected to support their husbands in the field after the course. The main areas of the course curriculum for farmers were agriculture, animal husbandry, management of a small holdings, civics, simple economics, cooperative principles, health education and social development.

During the course, the trainees lived with and learnt about Kenyans from different parts of the country. They made visits to farms and industries around the school and did practical farming on demonstration plots in the school. Instructors followed up their trainees in the field to help them cope with local problems. At the same time, the instructors helped the government extension agents by organizing short field courses for farmers and helping individual farmers cope with specific problems on their farms. Like all earlier Jeans School, programmes, farmers courses ran into difficulties. Coordination of recruitment was difficult as the Jeanes School had to relay on District Officers who did not all believe in the Jeanes School approach. It was not possible to design courses on specific farming problems as the farmers came from regions of the country with different farming practices and needs. There were complaints from the Agricultural Department that the Jeanes School courses were too long for farmers to be away from their homes.

In order to deal with the problem of varying learning needs among the farmers, the school proposed to organize courses on regional basis. The length of the courses was reduced from two months to an average of five weeks. Jeanes Schools teachers stepped up their follow-up programmes to support their farmers trainees and to help farmers in the field deal with special individual problems.

Agricultural Department was opposed to the Jeanes School programme which they saw as interference in agricultural extension by non-professionals. The opposition from the agricultural extension service was summarized in a letter from the District Agricultural Officer as follows:

1. It (the Jeanes School) caters to the whole country and is therefore unable to understand problems particular to any one district.
2. The normal five week courses are too long for farmers to be away from their farms.

1/ Ibid pp. 83-118

3. Its officers do not tour the districts frequently enough to keep pace with current developments.

4. Inclusion of civics and other subjects in a farmers' course is a waste of time.

5. There is no examination at the end of the course.

The officer was out to pick on any excuse to discredit the Jeanes School. Only the second point on the length of the courses had substance in it. All the others were half truths or complete nonsense. Jeanes School teachers made extensive visits to students' homes to learn the problems their trainees encountered in every day life, to organize short need-based field courses and to give assistance to individual farmers. Inclusion of civics in the curriculum might have been unpalatable to a colonial administrator but any knowledge on how government works and who was responsible for what in government was useful to the farmer. The suggestion of an examination for farmers after a short course was ludicrous to say the least.

Traders Courses

Business has virtually replaced cattle as the symbol of wealth and prestige among the indigenous people of Kenya. Ownership of a business building or a running business is the goal of most Kenyans. But many of the businesses in the rural areas hardly break even, and sometimes survive on subsidies from the other sources of income. Usually business is a part-time engagement carried on along side farming and/or paid employment. By 1949 when the Jeanes School reopened, there were no trade officers to help rural businessmen. In 1953, a Department of Trade was established and in 1954 the Government introduced loan schemes for African traders. It was found that the loanees had problems with keeping books of accounts, accounting for personal expenses out of their business, displaying goods and generally controlling their businesses.

The Jeanes School started a course for small scale traders, but had problems in finding a competent teacher who had (1) a good knowledge of the rural environment in Kenya, (2) a knowledge of business studies and (3) could communicate effectively in Kiswahili. The course started in 1956. Participants were recruited through District Commissioners or local government councils. The participants were required to have basic primary education and a working knowledge of Kiswahili. The curriculum consisted of simple accounts, shop management, business methods and arithmetic. The residential trainees at the Jeanes School also benefitted from the liberal education studies conducted on the campus.

As government field administrators and extension agents increased in the countryside, they attempted to give their own short courses lasting one or two days. In addition, the Jeanes School organized shorter courses of one week duration conducted locally using school buildings and other public buildings. Jeans teachers also visited their trainees in their home and trading centres.

The major problem with the traders course was the teaching language. The most successful course was a six weeks course taught in English. By the time the Jeanes School closed in 1961, about 1000 traders had gone through the school.

Cooperative Education

Producer cooperatives emerged in the country as the African farmers started to produce for the market. Initially the members did not understand cooperative principles, officials elected by cooperative societies were ignorant and inefficient and government officers supposed to supervise the new cooperative societies were few and unable to handle all the societies existing let alone those emerging. The government extension officers normally inspected accounts and minutes of meetings only. They did not explain the purpose of cooperative structures and procedures. It seems the government of the day was not committed to the philosophy of the cooperative movement

East African countries, Kenya, Uganda and Tanzania agreed in 1951 to establish a school of cooperation near the Jeanes School.
The two schools were separate but they worked together amicably sharing teaching resources and other opportunities and facilities. The school of cooperation introduced along course for government cooperative officers, three weeks course for society secretaries and shopkeepers, a one week course for committee members and two week courses for society secretaries and treasurers. The core curriculum was book-keeping accounts and committee management.

Education for Women

The Jeanes School took a lead in emphasizing the education of women in Kenya. Men who were admitted to a course at the school were required to live on the school campus with their wives.. While the husbands did their specialized course, women learnt domestic science, civics and agriculture. The wives were expected to help their husbands in the field to develop a model home and to perform their work effectively. A wife had to have some idea of the professional specialization of her husband.

From the point of view of the community, education and training for women was not a priority. There were more important tasks to be performed in the home. Besides, no husband or father would risk letting the wife or daughter to live alone in a predominantly male community on the Jeanes School campus. In 1950 the first course of nine women was mounted at the Jeanes School inspite of the cultural obstacles against women education. Participants were selected by District Commissioners and were expected, after the course, to start women clubs in their home areas.

Teaching was done in Kiswahili and the main topics covered were cooking, types of food, childcare scientific farming and mending studies. The women also learnt some civics and other liberal studies. In 1951 women clubs from different parts of the country met and formed a national organization, Maendeleo ya Wanawake (Women Progress Association). For a number of years Maendeleo Association worked under the umbrella of the Government. In 1955 the Association became a member of the Association of Country Women of the world. In 1959 Maendeleo Association was registered as a private organization.

Women clubs increased in number to 986 by 1967. Each club was supposed to have elected leaders. The functions of the clubs were varied with numerous income generating, community service, and cultural activities. The clubs were supervised by a homecraft officer and frequently visited by other government extension workers especially those responsible for agricultural development, health services and community development.

Women clubs leaders were normally trained at Homecraft Training Centres (HTC). Homescraft Training Centres had emerged under the influence of the Jeanes School to provide short courses for women clubs in the field. By 1957 the country had ten HTCs built jointly by local government authorities and the Central Government. Running expenses came from local government authorities and the fees paid by trainees. The language of instruction was Kiswahili and the main courses offered were homecare, cooking, childcare, nutrition, needlework, hygiene, agriculture and civics. The main course for women club leaders lasted three months, and those who wished to get further training were admitted to the Jeanes School programme.

In 1957, Homecraft Training Centre were renamed Community Development Training Centre (CDTC) and their functions expanded to cover the training of both men and women. The two year training course became a course for Community Development Assistants (CDA) while the shorter courses were retained to serve women clubs. The CDTC also offered conference facilities for other courses.

Expansion of the Jeanes School Programme

It was realized from the on set that the Jeanes School could not provide all the training required in extension work and community development. Jeanes School instructors used their vacations visiting their trainees, organizing and running shorter courses in the field and assessing the needs of their potential trainees. In 1953, the Jeanes School proposed to start a second Jeanes School in Western Kenya at Maseno. The building was completed in 1955 with funds from the local authority and in 1956 the school started working. The main clientele were expected to be farmers, traders local leaders and grassroots extension agents. The Jeanes School programme wound up in 1961 and the facilities became training institutions for the Government.

Adult Literacy

Jeanes School teachers included literacy in practically all their programmes. Illiteracy was seen as one of the main obstacles to community development in Kenya. Jeanes School trainees and all community development staff were expected to establish literacy centres in their area of work. A number of literacy classes emerged in isolated rural areas after the war but the colonial government was not keen on the literacy programme.

The strongest literacy programme at that time developed in Meru under a Methodist missionary. The missionary intended to use literacy education as a tool for developing local leaders and making members of the church more self-reliant. The missionary came up against growing apathy, lack of reading materials and government indifference. However, as the nationalist movement gathered momentum in 1950s, the Government started to take an interest in literacy as a possible channel for influencing public opinion

and attempting to counteract the mounting opposition to colonial rule. The Education Department was given the responsibility to register literacy classes as legal organizations in order to function freely during the armed conflict between nationalist freedom fighters and the Colonial Government. In practice, the registration process worked against the literacy programme. Groups were denied registration for being one or two students below the minimum of twenty five students required by the Government or because 100% of the students had not paid up their fees in full before seeking registration.

In this section of the paper, an attempt has been made to review the emerging needs for different programmes of non-formal education in Kenya during the colonial period. The Jeanes School led the way in the development of non-formal education in Kenya starting with programmes for farmers, traders, cooperators, women and illiterate people. Attempts to develop courses in health were unsuccessful, and no attempts were made to design courses for out-of school youth. While the Jeanes School was in existence, youth unemployment was not a serious national problem. The next section will look at the efforts made in the post Independence period to evolve a comprehensive efficient and well coordinated system of non-formal education.

Management of Non-formal Education

Education for Development

In 1963 Kenya became an independent sovereign state. The Government was restructured and expanded to cope with all the affairs of state. Most of the departments which existed in the colonial period became full ministries and were further subdivided into departments. For example, the Ministry of Agriculture was subdivided into two departments of agriculture and veterinary services, and later split further into more specialized divisions responsible for crop production, cash crops, holticultural development, home economics, range management, livestock development, veterinary services and research.

New ministries emerged and developed their own extension and field administration services. Alongside government ministries, a number of existing parastatal organizations were expanded and new ones created to give more specialized services to the country. National and International non-governmental organization also developed their own extension systems to participants in the creation of the "new nation".

During the struggle for independence, the ruling political party, the Kenya African National Union (KANU) promised to provide more opportunities for education and control of the economy of the country to indigenous people of Kenya. In 1963 the Government appointed a commission[1/] to survey existing educational resources in the country to advise the Government on the formulation and implementation of national educational policies. The Commission

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1/ Kenya, Report of the Education Commission, Nairobi, Government Printer, Part I, 1964, Part II 1965

recommended expansion and improvement of the quality of both school and out of school education. In 1966 the Government jointly with the University College of Nairobi and the Rockefeller Foundation held a conference to clarify the National Education policies and strategies for rural development. The conference noted that "a more significant contribution to rural development can be made by a much strengthened, more clearly thought-out and effectively co-ordinated educational service to adults, than by alternations in or expansion of the existing system of primary and secondary education".[1/]

Extension Services

Extension in the machinery of government and growth in both governmental and non-governmental development and extension services after independence greatly increased the number of development workers at community level. However, studies of extension services in Kenya and elsewhere in Third World countries suggested that grassroots extension agents were normally poorly trained and poorly rewarded for their work. Extension agents who work side by side at grassroots level rarely communicate with each other and planned their development activities jointly, and the flow of information up and down the extension ladder was slow and disjointed.[2/]

Studies by Ascroft and others in Kenya suggested that tradition extension tended to exacerbate poverty in the country by concentrating government efforts and resources on the progressive minority while virtually neglecting the less progressive majority.[3/] The advancement made by the progressive farmers who make only 2.5% of the farming community in the country would not make a visible impact on the per capita production of the farming community using existing production methods.

If the farming practices of the majority remained static, agricultural production was bound to decline. Methods of farming used efficiently when the population was less dense or was not settled permanently in one place were becoming less efficient with increasing population. Under traditional extension, there were dangers of a majority of the less progressive farmers failing to get the technology required to make their farming more efficient.

1/ Shelffield, J.R. Education, Employment and Rural Development Report of the Kericho (Kenya) Conference: 25th September to 1st October 1966, 1967. p. 23

2/ Leonard, D.K. (Ed) Rural Administration in Kenya: A Critical Appraisal, Nairobi, East African Publishing House, 1973

Hansel, H. De. Vries, J. and Ndedya, P.C. Agricultural Extension in Ujama Village Development (Papers and Proceedings of a Workshop, Morogoro 1975

3/ Ascroft, J. Roling, N, Kariuki, J. and Chege, F. Extension and the Forgotten Farmer: First Report of a Field Experiment, Wageningen: Afdelingen Voor Social Watenshappen aan Landbouwhogeschool, 1973 Ascroft T. et al "Does Extension Create Pourtry in Kenya" East African Journal, March 1972

A study by the International Labour Office, ILO[1] in 1971 suggested that the food needs of Kenya were growing by 10% per year while production increased by 5% per year. In order to increase the national production of food to cope with the rising demand there was need to evolve a new strategy which would entail redistribution of land, reclamation of unproductive land and efficient use of the land available. A more effective extension system was required to revolutionize land use techniques. The ILO Mission suggested that group and mass education techniques would be more effective than the traditional system which tended to favour the progressive farmers.

Structured Courses and Process of Development

In the previous section we examined the evolution of Jeanes School courses for farmers, traders, cooperators, women and illiterate people. When the Jeanes School programme closed down, the farmers training programme was taken over by the Ministry of Agriculture, By 1966 there were thirty Farmer Training Centres (FTC) in the country and the national development plan proposed that four more centres would be constructed. The aim was to have one FTC in each of the forty districts in the country. The Ministry of Health jointly with the Ministry of Agriculture established a special centre in 1961 to the Ministry of Agriculture established a special centre in 1961 to teach both health and agricultural education, known as the Better Living Institute (BLI).[2] In practice the BLI provided rural development courses like any other FTC. The participation of the Ministry of Health was virtually nil when the Vice-Principal, who was from the Ministry of Health left after only one year of service at the BLI.

In 1961 the Churches decided to help the country to alleviate the efforts of famine in the dry parts of the country and to resettle landless people. After consultation with the Ministry of Agriculture, it was agreed that the National Christian Council of Kenya (NCCK) would develop five Rural Training Centres (RTC) on the lines of the Farmers Training Centres.[3] The Ministry of Agriculture offered to provide staff for RTCs while the British Council of Churches provided most of the funds required for capital and recurrent expenditure.

The RTC curriculum was similar to the FTC curriculum. Farmers came in for about a week to learn a specific skill. During the course, they also had opportunities to get lectures on current affairs keeping of accounts and farming in general. The RTC tended to be cheaper to establish and to run and more efficient than FTCs. They were able to run their demonstration farms at a profit.

1/ International Labour Office, Employment, Incomes and Equality: A Strategy for increasing production employment in Kenya Geneva, 1972

2/ Prosser, Op. cit, pp. 171-277

3/ Ibid. pp. 177-183

Courses for traders and women were decentralized and based at the district level under the Trade Development Officers (TDO) and Community Development Officer (CDO) respectively. Residential courses were held at the district level normally housed at the CDTC while local courses would take place in school classrooms, churches and other public buildings.

The Cooperative Course remained at the institute which took the buildings of the Jeanes School, the Kenya Institute of Administration (KIA). The cooperative course remained at KIA until the cooperative College of Kenya was established to provide a broad programme of education to the cooperative movement.

Out-of-School Youth

Throughout the colonial period, the few youths who went through the school systems were absorbed into the existing training programmes to become primary school teachers, clerks and artisans. Following the 1939-45 war, there was considerable expansion in primary education with very few openings for youths to proceed to secondary and higher education. At the time of independence, Kenya was faced with a large number of primary school graduates who seemed uprooted from their homes in the rural areas, and yet there were no job openings for them in the urban sector. The primary "school leaver" problem was aggravated by removal of the movement restrictions which had been imposed on the central regions of the country, during the war of independence. The youths who had been restricted in these areas were freed to look for employment in the capital city and elsewhere in the country.

The Government persuaded all employers in the country to take on excess labour. In turn, the Government persuaded trade unions not to ask for wage increases. The Government established the National Youth Service (NYS) to give young people skills as well as to promote in them a sense of nationalism.

These measures could not solve the youth unemployment crisis. The number of youth given employment or absorbed by the National Youth Service was very small.

Meanwhile, the Christian churches evolved the Village Polytechnic (VP) programme to assist the Government grapple with the problem of youth unemployment.[1/] A village polytechnic was intended to be a low cost training programme which provided youths with skills to use local materials to produce services and goods that could be sold within their communities to generate an income on which the youth could live honourably.

1/ Court, D. "Dilemmas of Development: The Village Polytechnic Movement as a shadow System of Education in Kenya" Court, D. and Ghai D. Education Society and Development New Perspectives form Kenya. Nairobi, Oxford University Press, 1974

All the village polytechnics established in late 1960s and early 1970s were started by churches with Government support. Eventually the Government provided teachers and gradually took over all the financial responsibilities.

As the programme spread throughout the country, the people themselves established VPs for their communities without waiting for churches or the Government to start VPs for them. Community sponsored VPs have also received government support like the church sponsored VPs.

The main courses offered by VPs are carpentry, building, tailoring, motor mechanics, electrical wiring, smithing, various elements of farming and home science, sewing and knitting. The range of courses offered depend on the ability of the sponsor to provide initial equipment and teachers.

Evaluation studies have shown that the VP programme has had some remarkable successes. Some VP graduates have established profitable workers cooperative or individual enterprises while others have acquired employment in industry or government service. The VP has become an important employment agency for VP graduates. Cases of complete unemployment among VP graduates are few.

Continuing Adult Education

The literacy programme in Kenya was under the Ministry of Education towards the end of the colonial period, but literacy programmes were done by community development staff. In 1962, literacy work was transferred to the Department of Community Development. By 1964 it was estimated that there were about 40,000 literacy learners attending 1400 classes. In 1965, the literacy programme once more came under the Ministry of Education along with other programmes of continuing adult education. The Ministry of Education embarked on a plan for a national literacy campaign. In 1967 adult education along with the literacy programme was once more transferred back to the Department of Community Development while the first literacy campaign was in progress. In 1969, an official policy issues clarifying the nature of the campaign. The programme had to be linked to other development programmes especially agriculture, family planning, health, cooperative development, self help and relevant community development projects.

The Division of Adult Education within the Department of Community Development had the responsibility to take adults on a part-time basis through to the Certificate of Primary Education (CPE) examination. Eventually an examination for adults equivalent to the school CPE was to be developed.

Higher forms of adult education were linked to the University.[1/] University adult education started in East Africa in 1953 under Makerere College. The first extra-mural class organized by Makerere College in Kenya was conducted in Kisumu town in 1954. In 1956 a full time university representative was sent to Nairobi to start extra-mural work. Alongside the Extra-mural programme, an independent

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1/ Prosser, op cit pp. 290-356

College had been growing up near Nairobi since 1961, the College of Social Studies. In 1963, the University College of Nairobi was established and assigned responsibility for University Adult Education. In 1964 the Extra-mural Department and the College of Social Studies which had been renamed the Adult Studies Centre amalgamated to form the Institute of Adult Studies. In 1967 a radio correspondence course was introduced as the third department of the Institute. The Adult Studies Centre provided residential training for adult educators or trainers, extension workers, front line managers and local leaders. The Extra-mural Division provided public lectures in the main population centres of the country, field training for extension workers, and local leaders, and higher continuing education through part-time classes. The Correspondence Course Unit taught through a combination of three channels: Correspondence materials, electronic media and occasional face to face teaching. The main programme done by the Correspondence Course Unit since inception has been upgrading and inservice training for primary school teachers and adult literacy facilitators.

Coordinators of Non-formal Education Programme

The Board of Adult Education

The rapid growth of adult education programme after independence seemed to call for a body that should coordinate adult education activities in the country. More specifically there was need to advise the Government on formation of new courses and syllabuses, the establishment of residential and non-residential institutions, the use of museum, libraries and media for mass communication, the provision and method of award of scholarships and burseries, the coordination of the adult education programmes of different government Ministries and Departments and the need for new adult education programmes.[1/]

In 1966 the Board of Adult Education was created. The act provided for Adult Education Committees at Provincial and District levels. The functions of the committees were to organize training and refresher courses for literacy teachers, to arrange literacy examinations and tests, to supply reading materials, to guide and advise village committees and to mobilize public support and participation to help attain the objectives of the literacy campaign.

The Board of Adult Education proposed a merger of the FTCs and CDTCs. These institutions originated from the Jeanes School programme. The 1963 Education Commission and the 1966 Agricultural education commission examined the recommendation to merge the FTC and CDTC into one institution to be known as the multi-purpose training centre and neither came out strongly in favour. The case for the proposed merger to form a multi-purpose training centre to be known as the District Development Centre was stated a fresh in the National Development Plan for 1974 to 1978 as follows:

1/ Kenya, The Board of Adult Education Act, 1966 Government Printer, Nairobi, 1966

> The District Development Centres will be multi-purpose centres and will eliminate the existing uneconomic duplication of adult training facilities. They will coordinate training programmes which currently do not support or complement each other; provide better facilities and better qualified instructors; and provide the means for developing an adequate career structure for the training staff. The programmes in these centres will be directly geared to comprehensive and balance development of the districts and will become the focus for all extension work in the district.[1/]

In 1976, the Board of Adult Education published a booklet entitled "Curriculum for District Development Centres" listing the courses to be offered by the proposed centres. Later in the same year, a longer document on the curriculum of the DDC was published listing courses referred to as the standard curriculum. The prospective users of the document were advised that the standard curriculum provided a framework for design of more need-based courses. The document also advised adult educators to time their courses and to select appropriate content carefully in order (1) to take account of the seasonal activities in which the learners may be involved; (2) to draw on the experience of field extension workers as far as possible; and (3) to involve field extension workers and master craftsmen in teaching.[2/]

The main weakness with the DDC is that its objective was to design parcels of knowledge which would be used to solve rural development problems. It seems that researches and development workers in Kenya during the 1960s and 1970s believed that such parcels of knowledge existed and had to be discovered. The search should have been to identify development bottlenecks from which learning needs would be inferred.

Summary and Conclusions

This paper is a compromise between the urge to produce a comprehensive study of non-formal education programmes in Kenya and the need to keep the study short enough for the purpose of a conference. The programmes listed above have been defined in terms of their objectives, contents and clientele.

The paper starts with traditional forms of education which directly or indirectly have a bearing on modern forms of education. Whenever current formal or non-formal education programmes are criticised, one feels that they are judged against traditional forms of education. Often such judgements are superficial. Education is looked at in isolation from the social and economic milieu that determines one's ability to contribute to the improvement of the life of a community and to earn a living honorably within ones immediate environment. Traditional education was in harmony with the traditional social and economic systems.

1/ Kenya, Development Plan for the Period 1974-78, Nairobi: Government Printer, 1974. p. 485

2/ Mulusa, T., Structured Courses as a Strategy for Rural Development: A Case Study of the Kenya Farmer Training Centres", Doctoral Dissertation, University of Massachusetts 1982. pp. 115-123

When considering the effectiveness of non-formal education as an alternative to formal education, it is important to get a correct view of the system from the point of view of the potential learners. In Kenya, non-formal education programmes, especially for children, have been seen as an inferior alternative to formal education. During the colonial period, industrial and agricultural education was recommended for the indigenous people who had to be trained to accept a subject status in the country. Their colonial masters were given a literacy or academic education to maintain their position at the top of society as the governors.

The Jeanes School approach to community education provided a framework for a strong non-formal education tradition in the country, but it was out of step with the thinking of colonial administrators, the missionaries who controlled education for the indigenous people, and the African nationalists. However, some of the educational activities initiated by the school notably institutional training for farmers, traders, cooperators, women leaders and extension agents have survived and do come into fashion now and then.

Four models of training for rural development emerge out of the Jeanes School Programme. The courses for farmers and traders were given directly to selected clients who were expected to develop model homes and/or production units in their home areas. It was expected that farmers and traders in the field would ultimately learn from the Jeanes School graduates and accordingly improve their homes and production methods. Training the "progressive farmer" as an example for other farmers was later condemned by researchers is 1960s and early 1970s until it went out of fashipn. It has just come back to Kenya as a new model from Israel, and the Ministry of Agriculture is taking it very seriously.

The second model used in training community educators, cooperative agents and women leaders was based on the assumption that the extension worker should be the focus of training, Indeed most government development agencies are based on the assumption that extension workers are the initiators and directors of change.

Thirdly, the Jeanes School attempted institutional decentralization to serve different parts of the country. Decentralization took three forms: (1) new Jeanes Schools were proposed, starting with the Maseno Jeanes School; (2) a network of Homecraft Training Centres was established to serve women groups in different parts of the country, with the Jeanes School Homecraft Training Centre at the top of the network and (3) learners from different regions of the country were recruited to courses run at Nairobi but designed specifically for their regions.

The fourth model which does not come out clearly, and which was not perhaps intended, is giving courses directly to farmers, traders, cooperators, members of women clubs or groups and the illiterate people. The clients are the final goal of any extension message. If they are reached diretly, there are less dangers of delay and distortion of development messages. However, reaching the grassroots directly requires the kinds of resources which most extension services cannot muster.

Coordination and integration of development effort are concepts that puzzle development workers in Kenya. In practice, they see lack of coordination between different government and non-government agencies working in the field on similar or complementary projects. The vertical flow of information within the same development agency is slow and disjointed. The creation of the Board of Adult Education and the multi-purpose training centres was intended to reduce wastage due to poor coordination and integration. The problem was to identify what should be coordinated and integrated.

The paper generates many more points of detail which are not included in the summary: to name only a few of the issues generated, not in any specific order; the value of community education for husband and wife; the importance of learners as a learning resource; the use of demonstration plots, school news papers and cooperative shops as practical experience for non-formal education; follow-up and field visists as curriculum component in non-formal education; observation of real life situation; government red tape in registation and supervision of non-formal education programmes; the place of media in non-formal education; and the problem of frequent reorganization of non-formal education programmes causing disruption to existing programmes.

Over zealous non-formal education experts made the world believe that non-formal education would revolutionize the world in the 1960s and early 1970s. Governments in Third World countries and supportive multilateral and bilateral agencies responded by investing heavily in non-formal education programmes during the past one decade. The development miracle they expected has not been realized. These financiers are now turning away from non-formal education instead of finding out what happened? Were the expectations realistic? Who did the work in the field? and was the programme in the field conducted according to the plan? Such are the changing fashions in education. Like changes in clothes fashions, there is hardly any rational explanation for the present apparent withdrawal from non-formal education.